LOWER MOUNT ROYAL

AREA REDEVELOPMENT PLAN
APPROVED BY COUNCIL
JULY 25, 1983 BY-LAW #20P82

PUBLISHING INFORMATION

TITLE:	LOWER MOUNT ROYAL AREA REDEVELOPMENT PLAN
AUTHOR:	SPECIAL PROJECTS DIVISION
STATUS:	APPROVED BY CITY COUNCIL - JULY 25, 1983
PRINTING DATE:	NOVEMBER, 1983
ADDITIONAL COPIES:	THE CITY OF CALGARY PLANNING INFORMATION CENTRE P.O. BOX 2100 CALGARY, ALBERTA T2P 2M5 (403) 268-5360

LOWER MOUNT ROYAL AREA REDEVELOPMENT PLAN

PAGE

EXECUTIVE SUMMARY. 1

1.0 STUDY BOUNDARIES. 3

2.0 GOALS 5

3.0 LAND USE. 5

3.1 Residential Land Use 5
3.1.1 Objectives. 5
3.1.2 Land Use Policy 5
3.1.3 Land Use District 7
3.1.4 Implementation. 7
3.2 17th Avenue Commercial Land Use. . .8
3.2.1 Objectives. 8
3.2.2 Land Use Policy 9
3.2.3 Land Use District 9
3.2.4 Implementation. 9
3.3 Office Conversions 11
3.3.1 Objectives. 11
3.3.2 Land Use Policy 11
3.3.3 Land Use District 11
3.3.4 Implementation. 13
3.3.5 Existing Office Conversions .13
3.4 Park and Open Space. 13
3.4.1 Land Use District 13

4.0 OPEN SPACE AND RECREATIONAL FACILITIES. .15

4.1 Objectives 15
4.2 Proposed Open Space System 15
4.2.1 9th Street Closure. 15
4.2.2 Open Space Linkage System . .15
4.3 Inner City Bicycle Paths 17
4.4 Implementation 17

PAGE

5.0 TRANSPORTATION. 17

5.1 Objectives 17
5.2 Transportation Policy. 17
5.2.1 Street Designations 17
5.2.2 Road Closure 19
5.3 Parking. 19
5.3.1 Commercial Parking on Residential Streets 19
5.3.2 17th Avenue On-Street Parking Policies. 19
5.3.3 Short-Term Public Parking Alternatives. 19
5.3.4 Short-Term Parking Priority Areas 21
5.3.5 Cost and Funding Options. . .21
5.4 Implementation 21

6.0 17TH AVENUE PUBLIC IMPROVEMENTS 23

6.1 Improvement Area Boundaries. 23
6.2 Purpose of Public Improvements . . .23
6.2.1 Objectives. 23
6.2.2 Proposed Design Elements. . .24
6.3 Funding and Phasing 25
6.3.1 Funding 25
6.3.2 Phasing 25
6.4 Implementation 25

7.0 SERVICING 25

LIST OF FIGURES

		PAGE
Figure 1	Study Area Boundary	3
Figure 2	Land Use Policy	4
Figure 3	Land Use Districts	6
Figure 4	Office Conversion Policy	12
Figure 5	Open Space System	14
Figure 6	Lindsay Park Link	16
Figure 7	Transportation Policy	18
Figure 8	Short-Term Parking Priority Areas	20
Figure 9	17th Avenue Public Improvements Area Boundaries	22
Figure 10	Design Elements	24

LOWER MOUNT ROYAL AREA REDEVELOPMENT PLAN
EXECUTIVE SUMMARY

RESIDENTIAL LAND USE

A low-rise, medium density land use policy will apply throughout the residential areas of Lower Mount Royal

- o The existing RM-5 land use district will continue.

These redevelopment guidelines will apply to residential redevelopment:

- o Building design reflective of original community character.
- o Adequate parking provision and screening.
- o Attractive and usable amenity areas, e.g., yards and balconies.

COMMERCIAL LAND USE

Policies for 17th Avenue are intended to reinforce its regional pedestrian shopping character.

- o The C-3(23) land use district will apply to land on 17th Avenue.

These redevelopment guidelines will apply on 17th Avenue:

- o Buildings should be designed to:
  - accommodate continuous retail frontage at-grade
  - incorporate at-grade store front windows, a high degree of wall face detail, and individual store front access
  - incorporate design features which provide weather protection for pedestrians e.g., arcades, canopies.
  - allow sunlight to fall on north sidewalks and open spaces on 17th Avenue from 10:00 a.m. - 2:00 p.m. (M.S.T.) March 21 - September 21.
- o Auto oriented land uses on 17th Avenue should be limited.
- o Landscaping of by-lawed setbacks should complement the proposed Public Improvements Program.

OFFICE CONVERSION POLICY

This policy limits the conversion of homes to offices.

- o An amendment by City Council to the Land Use By-law 2P80 and the A.R.P. would be required.
- o Office use would be confined to the life of the building and allowed only in certain locations and building types.
- o Redevelopment guidelines will apply to ensure that the residential character of the buildng is preserved.

OPEN SPACE SYSTEM

The Plan involves the following:

- 9th Street, from 19th Avenue to Royal Avenue and 19th Avenue north to the lane will be closed to develop a neighbourhood park.
- An open space linkage system, the "Lindsay Park Link", comprised of coordinated signage, landscaped seating areas and pedestrian crosswalks.
- A parkette at 8th Street and Royal Avenue on City-owned land.

TRANSPORTATION

To reduce on-street parking congestion and to increase the availability of parking on 17th Avenue:

- Angle parking on the commercially designated portions of selected side streets will be developed (subject to approval of concept).
- Municipally controlled short-term public parking will be developed.
- public access to a portion of parking in new developments during non-office hours will be encouraged.
- Possible extension of the 2-hour, non-resident parking restriction into Lower Mount Royal.

PUBLIC IMPROVEMENTS

A public improvements program for 17th Avenue is intended to foster a comfortable and attractive street character, oriented to the pedestrian, within the public right-of-way.

Design Elements

The public improvements program should include:

a) removal of overhead powerlines;

b) sidewalk reconstruction with the use of a brick edge treatment;

c) street trees;

d) street furniture (benches, planters, bus shelters, litter bins, billboards, phone booths and kiosks);

e) pedestrian scale light standards;

f) pedestrian crosswalks.

Funding

The estimated cost of public improvements for the entire 17th Avenue study area (14th Street S.W. to 1st Street S.E.) is $3,172,800 (1982):

- A Local Improvement By-law provides for a 50/50 cost sharing agreement between the City and 17th Avenue property owners, will be initiated by the City, as budget constraints permit.
- The cost of these improvements will be amortized over a 15 year period, and should be constructed only as budget constraints permit.

LOWER MOUNT ROYAL AREA REDEVELOPMENT PLAN

PREFACE

Area Redevelopment Plans are statutory planning documents for communities within the City and are to be considered in conjunction with other statutory plans, by-laws, and policy documents. They are intended to supplement the Land Use By-law, by providing direction within which the discretion of the Approving Authority should be exercised in a particular community. Land Use Districts apply uniformly throughout the City. This Plan is intended to inject a community orientation to the district uses and rules.

In general, the onus is placed on applicants to demonstrate how their proposal addresses the objectives of the Plan.

The Lower Mount Royal Area Redevelopment Plan is intended to address a time period of ten to fifteen years. However, an evaluation of the effectiveness of the Plan in meeting its objectives should be undertaken within five years of the Plan's approval.

1.0 STUDY BOUNDARIES

Study boundaries of the Lower Mount Royal Area Redevelopment Plan are shown in Figure 1, and may be summarized as follows:

North:	17th Avenue S.W.
South:	The lane south of Cameron Avenue and Royal Avenue (except as shown in Figure 1)
East:	College Lane S.W.
West:	14th Street S.W.

The Area Redevelopment Plan covers a total of 19.24 net hectares (47.53 net acres).

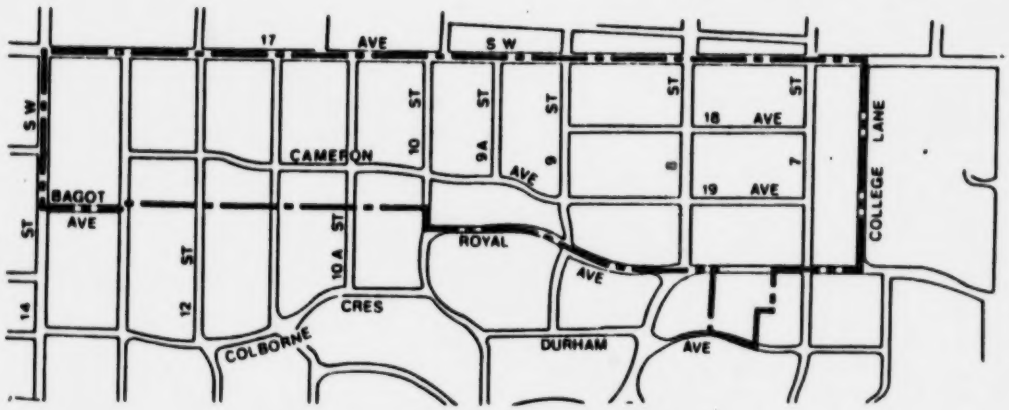
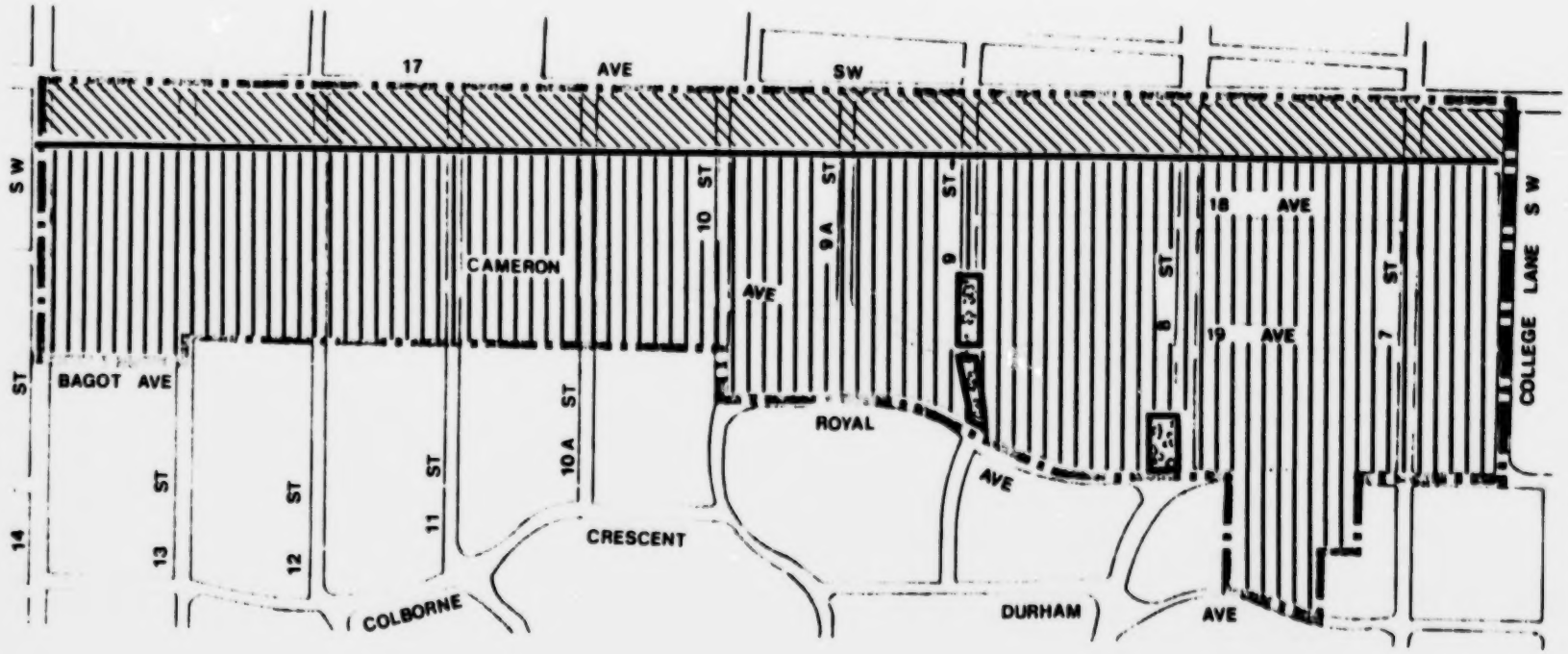


FIGURE 1 STUDY AREA BOUNDARY



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 2

0 400'
0 120M

LAND USE POLICY*

COMMERCIAL

LOW RISE, MEDIUM DENSITY RESIDENTIAL

PARK / OPEN SPACE

* OFFICE CONVERSION POLICY - SEE FIGURE 4

2.0 GOALS

The goals of the Lower Mount Royal Area Redevelopment Plan are:

1. To retain Lower Mount Royal as an area where limited population growth may be accommodated, while controlling the impact of such growth on neighbouring communities.

2. To encourage the development of 17th Avenue as a Regional Pedestrian Oriented Commercial Strip.

3. To increase accessibility to and availability of parks and recreation facilities.

4. To improve the quality of the community's physical environment.

5. To resolve local planning issues identified through the public participation process.

3.0 LAND USE

3.1 RESIDENTIAL LAND USE

3.1.1 Residential Land Use Objectives

Residential land use policies are based on the following objectives:

1. To provide for low-rise, medium density residential redevelopment within Lower Mount Royal.

2. To encourage high quality building and landscaping design which complements the scale and character of the original homes in Lower Mount Royal and Mount Royal.

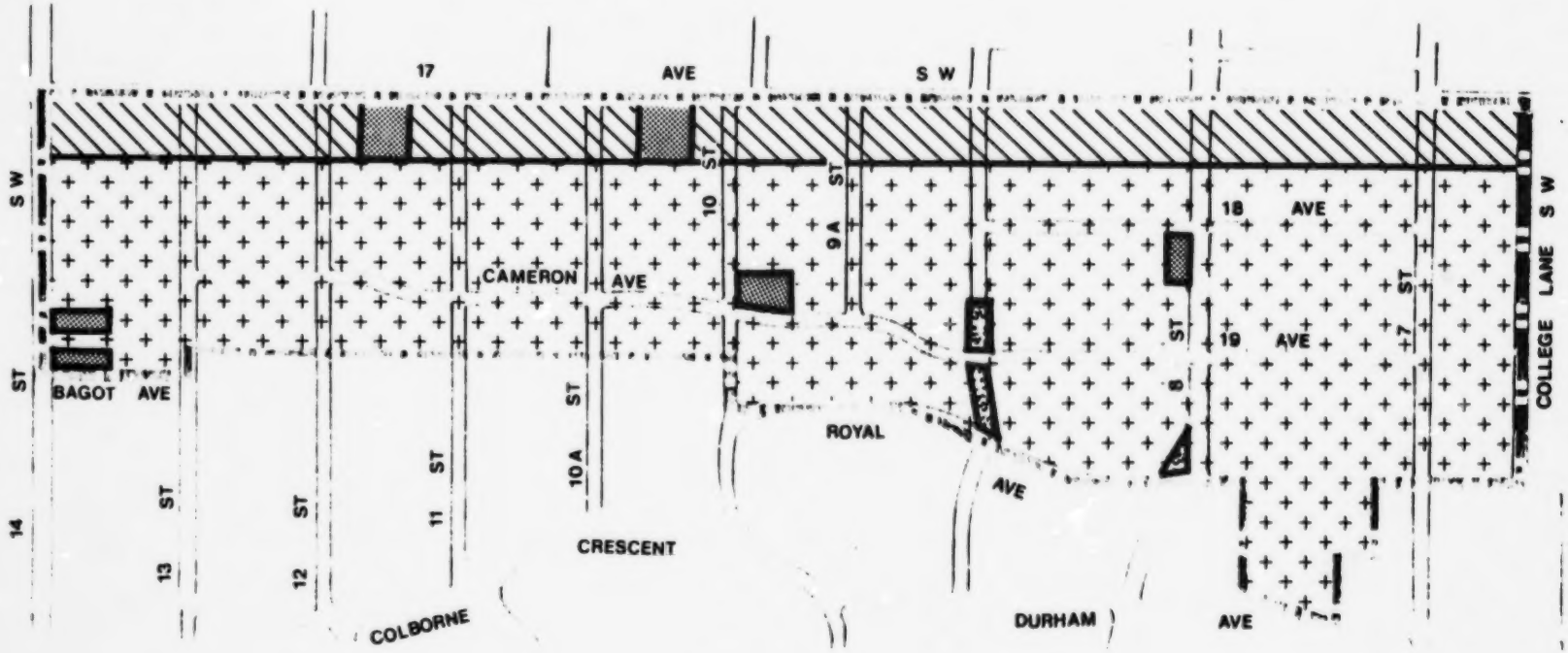
3. To ensure that new developments provide an attractive living environment, with adequate parking and amenity areas.

4. To ensure that new developments in Lower Mount Royal respect the community's role as a transition between higher density commercial/residential uses in Connaught/West Victoria to the north, and the single family character of Mount Royal, to the south.

3.1.2 Residential Land Use Policy

Context

Lower Mount Royal is an inner City neighborhood within 8 to 10 blocks of the downtown core. It is part of the larger Mount Royal community, one of the oldest (circa 1910) and most attractive areas in Calgary. Lower Mount Royal is delineated from the rest of the Mount Royal community by the escarpment which runs parallel to Cameron and Royal Avenues.



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 3

0 400'
0 120 M

LAND USE DISTRICTS

C-3 (23)	GENERAL COMMERCIAL
RM - 5	RESIDENTIAL MEDIUM DENSITY
PE	PARK / EDUCATION
DC	DIRECT CONTROL

Lower Mount Royal is predominantly a walk-up apartment neighbourhood, interspersed with older housing on 25' or 50' lots. The population is largely composed of smaller adult oriented households. The remainder of the Mount Royal community is characterized by large single or two-family homes, on lots over 50' in frontage.

Elements of original building style which are common to the community include:

- one and two storey houses, some with additional half-storey development
- varied and sloping rooflines
- a high degree of door and window detail
- finish materials such as brick, narrow clapboard, and stucco with painted wood details.

Policy

A medium density residential policy will apply throughout the residential portions of Lower Mount Royal. Lower Mount Royal should continue to function as a low-rise, multi-dwelling district which permits a variety of housing types in the medium density range e.g. townhousing, stacked townhousing and apartments. However, new developments should complement the original character of the Mount Royal community.

3.1.3 Residential Land Use District

The residential land use district which best reflects the intent of the medium density policy is RM-5, the land use district currently in effect in Lower Mount Royal.

3.1.4 Implementation

To reflect the intent of the residential land use policies, the following guidelines are to be considered by the Approving Authority in reviewing discretionary development applications.

1. Building Design

   a) New developments should incorporate:

      i) building finish materials which relate in colour and type to the original community character

      ii) a high degree of wall face and window detail, and variety in roofline arrangements.

   b) To minimize the creation of a "wall effect" on residential streets, modulation in wall face and roofline arrangements should be incorporated in developments over 15.24 m (50 ft.) in frontage.

2. Parking

   a) To discourage additional on-street parking congestion:

      i) .15 visitor parking spaces per dwelling unit should be provided in all residential developments.

      ii) the location of visitor parking should be easily accessible and identifiable from the street.

b) To ensure sensitive treatment of parking areas adjacent to adjoining properties:

i) parking should be located underground wherever possible.

ii) parking areas should be screened through the use of landscaping or fencing.

c) To minimize disruption to pedestrian and vehicular traffic, parking must be accessed from a lane wherever possible. However, capacity constraints of the lane should be considered when applying this guideline.

3. Private Amenity Areas

To ensure an attractive streetscape, with usable public and private amenity areas:

a) on-site mature vegetation should be retained, particularly when located in front yards.

b) landscaped seating areas, oriented to use by building residents, should be developed in yard spaces.

c) balcony and patio design should provide maximum sunlight penetration.

d) balconies should be integrated into the building design.

3.2 17TH AVENUE COMMERCIAL LAND USE

3.2.1 Objectives

Land use policies for 17th Avenue are based on the following objectives:

1. To emphasize the regional pedestrian shopping street character of 17th Avenue, while recognizing its major road status.

2. To provide for commercial development on 17th Avenue at a density which reflects the carrying capacity of the transportation system.

3. To provide for a building profile which complements the pedestrian oriented character of 17th Avenue, and allows sunlight penetration to north sidewalks and public open spaces.

4. To encourage development which reflects 17th Avenue's role as a transition between the high density residential district of Connaught/West Victoria to the north, and the medium and low density residential districts of Lower Mount Royal, Cliff Bungalow and Mission to the south.

5. To ensure the provision of adequate parking facilities in all new developments.

3.2.2 Land Use Policy

Context

17th Avenue is a shopping street with a vitality and urban character unique in Calgary. While best known for its independent retail shops and restaurants, 17th Avenue is also characterized by an assortment of contemporary office buildings, most with retail uses at-grade. The Avenue is also interspersed with concentrations of older commercial and residential buildings, many of which have been renovated. 17th Avenue attracts people from all over the City to sample its unique restaurants and shops or "people watch" in Tompkin's Park.

In addition to its shopping street funtion, 17th Avenue plays an important role as a major link in the City's transportation system.

Policy

A Regional Pedestrian Oriented Commercial Strip Policy applies to 17th Avenue. 17th Avenue will continue to function as a commercial strip of City-wide importance, oriented to pedestrians. This policy permits general commercial development in the medium density range. Continuous at-grade retail frontage is encouraged in a mid-rise building form. 17th Avenue's shopping street character will be enhanced through improvements to the Avenue's public environment.

These land use policies for 17th Avenue are intended to minimize the impact of commercial development on adjacent residential areas, and reflect the transportation system's capacity constraints.

3.2.3 Land Use District

The commercial land use district which best reflects the land use policy for 17th Avenue is C-3 (23), with the following exceptions:

a) The property located at 1235 - 17th Avenue S.W. shall retain its existing Direct Control (D.C.) designation (AM#1788/LUCG#7893). This district has special guidelines to permit a residential/commercial development. It was approved by Council June 15, 1970.

b) The property located 1109 - 17 Avenue S.W. shall retain its existing Direct Control designation (AM#3236/ LUCG#834). This district has special guidelines to permit a residential/ commercial development. It was approved by Council May 14, 1979.

In each case, retention of these Direct Control districts will not result in a conflict with the policies for 17th Avenue.

3.2.4 Implementation

To reflect the intent of the 17th Avenue land use policies, the following guidelines are to be considered by the Approving Authority in the review of discretionary development applications.

1. Land Uses

   Auto oriented uses which normally involve extensive front yard parking and access should be limited. Examples of such uses

include auto body and paint shops, automotive services, automotive specialties, drive-in businesses and motels. However, these uses may be considered appropriate if there is no front yard vehicular access or parking, and the form of development contributes to the pedestrian concept for 17th Avenue.

2. Pedestrian Shopping Street Elements

To reinforce the pedestrian shopping street character of 17th Avenue, new developments should:

a) be designed to accommodate continuous retail frontage at-grade with land uses such as; retail shops, restaurants, and personal service businesses.

b) be designed at-grade to incorporate store front windows with clear glazing, a high degree of wall face detail and individual store front access.

c) include design features which will provide weather protection for pedestrians, such as arcades and canopies.

d) allow sunlight to fall on sidewalks on the north side of 17th Avenue between the hours of 10:00 a.m. and 2:00 p.m. (M.S.T.) from March 21 to September 21. In this regard, the height of the wall face fronting onto 17th Avenue should not exceed a maximum of 17.6 m at the 5.2 m setback line.

3. Landscaping

The landscaping of the 5.2 m by-lawed setback on 17th Avenue, including any site furniture, should complement the public improvements proposed for 17th Avenue (see Section 6.0).

4. Parking

a) To reduce on-street parking congestion and ensure the Avenue's function as a traffic artery, new developments should provide public access to a percentage of available parking in commercial buildings during non-office hours.

b) To assure continuous retail frontage and provide for pedestrian safety, parking should be accessed via the lane to the south of 17th Avenue or from adjacent side streets.

c) To limit negative visual impacts on adjacent residential areas, parking should be located underground wherever possible.

d) To encourage the re-use of older buildings which lend character to 17th Avenue, the parking requirements of Land Use By-law 2P80 may be relaxed for the renovation of structures less than 300 m^2 in size, or for structures on the Potential Heritage list.

3.3 OFFICE CONVERSIONS

3.3.1 Objectives

The office conversion land use policy is based on the following objectives:

1. To ensure the continuance of Lower Mount Royal as a predominantly residential area, while accommodating some demand for office conversions.

2. To extend the life of some of the older structures in Lower Mount Royal that lend character to the community.

3. To provide development flexibility for parcels which are "locked in" by redevelopment.

3.3.2 Land Use Policy

Context

While Lower Mount Royal is predominantly a walk-up apartment neighbourhood, the area is interspersed with older housing on 25 foot or 50 foot lots which, in some cases, are "locked in" by redevelopment. These homes lend character to the community. There has been some interest in converting these older structures to office uses.

Policy

The conversion of single detached, semi-detached, duplex dwellings or potential heritage buildings (excluding apartments), to low intensity office uses may be allowed under certain conditions. However, such conversions should not be permitted in the area outlined in Figure 4, due to its proximity to the single and two family portions of the Mount Royal community.

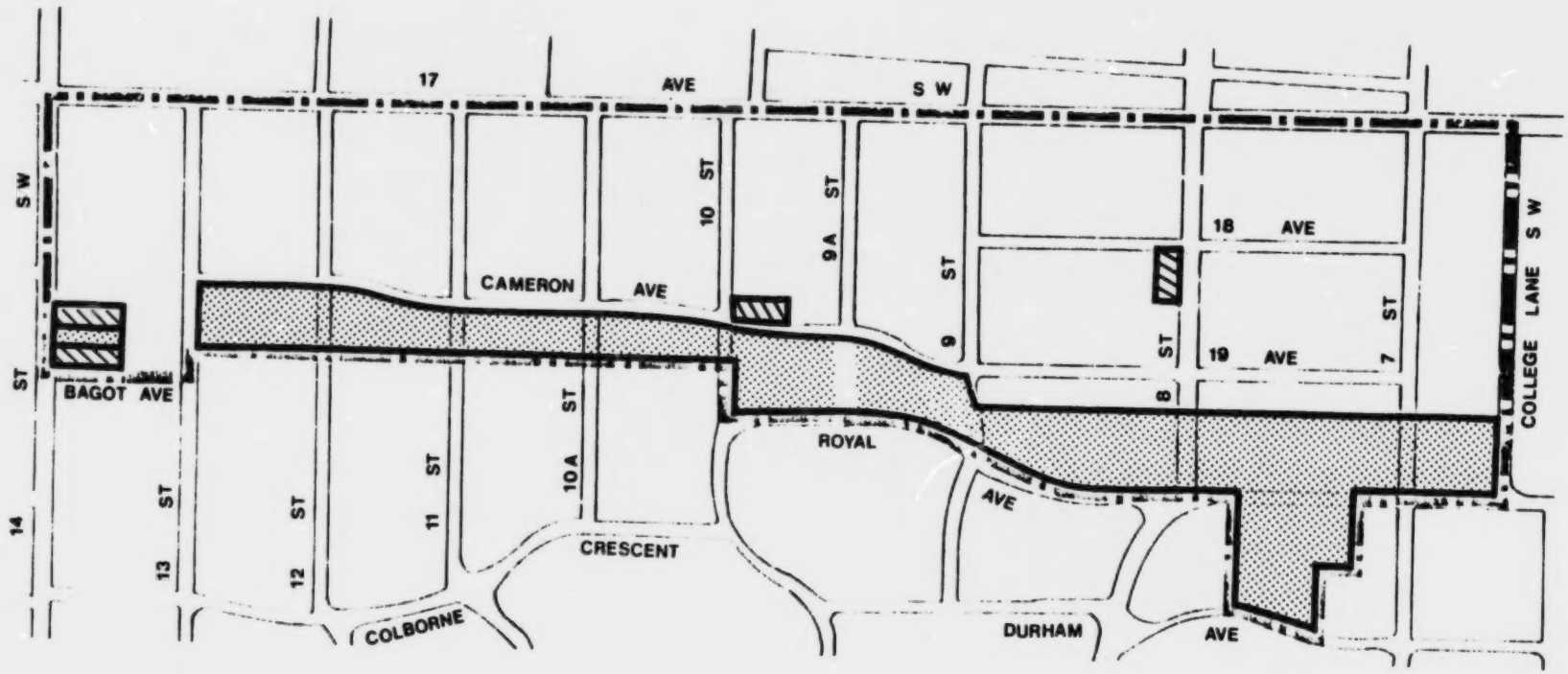
3.3.3 Land Use District

An amendment to the Land Use By-law 2P80 and to this Area Redevelopment Plan, initiated by the landowner or his agent, will be required to allow office conversions to proceed. This amendment should take the form of a Direct Control (D.C.) application which adds the office use to the existing RM-5 district. This D.C. designation will be confined to the life of the structure existing on the date of the adoption of the amending by-law. As such, it will be considered an interim use. If the building is destroyed or demolished, the land will retain its RM-5 guidelines.

Applications for amendments to permit such conversions should be judged on the basis of the following criteria:

a) A proposed conversion should not result in an undue concentration of office uses, thus altering the residential character of the street. In this regard, office conversions should be limited to:

   i) buildings located on corner sites; or
   ii) buildings located on major or collector roads; or
   iii) "locked in" buildings with limited RM-5 redevelopment



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 4

0 400'
0 120M

OFFICE CONVERSION POLICY

EXISTING OFFICE CONVERSIONS

NO OFFICE CONVERSIONS

potential; or

iv) buildings on the Potential Heritage list, excluding apartment structures.

b) The proposed office use must not generate an inordinate amount of traffic or parking congestion. Therefore, medical and dental offices should not be allowed.

c) The building must be reused in such a manner as to significantly contribute to the quality of the residential environment in Lower Mount Royal.

d) Parking must be provided on-site, in accordance with the requirements of the Land Use By-law 2P80. However, tandem parking may be used where considered appropriate by the Approving Authority.

3.3.4 Implementation

To reflect the intent of the office conversion land use policy, the following guidelines are to be considered by the Approving Authority in reviewing discretionary development applications.

1. Parking

   a) Parking should not be permitted in the front yard.

   b) All surface parking areas must be screened from view at-grade through the use of landscaping and/or fencing.

2. Landscaping

   Existing front yard landscaping such as grass, trees and shrubs should be retained in order to preserve the residential character of the area. Existing landscaping should be supplemented by additional plantings, where considered necessary.

3. Signage

   The location, size and quality of signage should not detract from the overall residential character of the street.

3.3.5 Existing Office Conversions

There are currently four parcels with a D.C. (RM-5) designation which permit office conversions within the Lower Mount Royal community (see Figure 3). These parcels should retain this designation. They are:

1. 1801 - 8th Street S.W.
   (AM#81/183, LUCG#208Z81)

2. 1740 - 10th Street S.W.
   (AM#81/56, LUCG#118Z81)

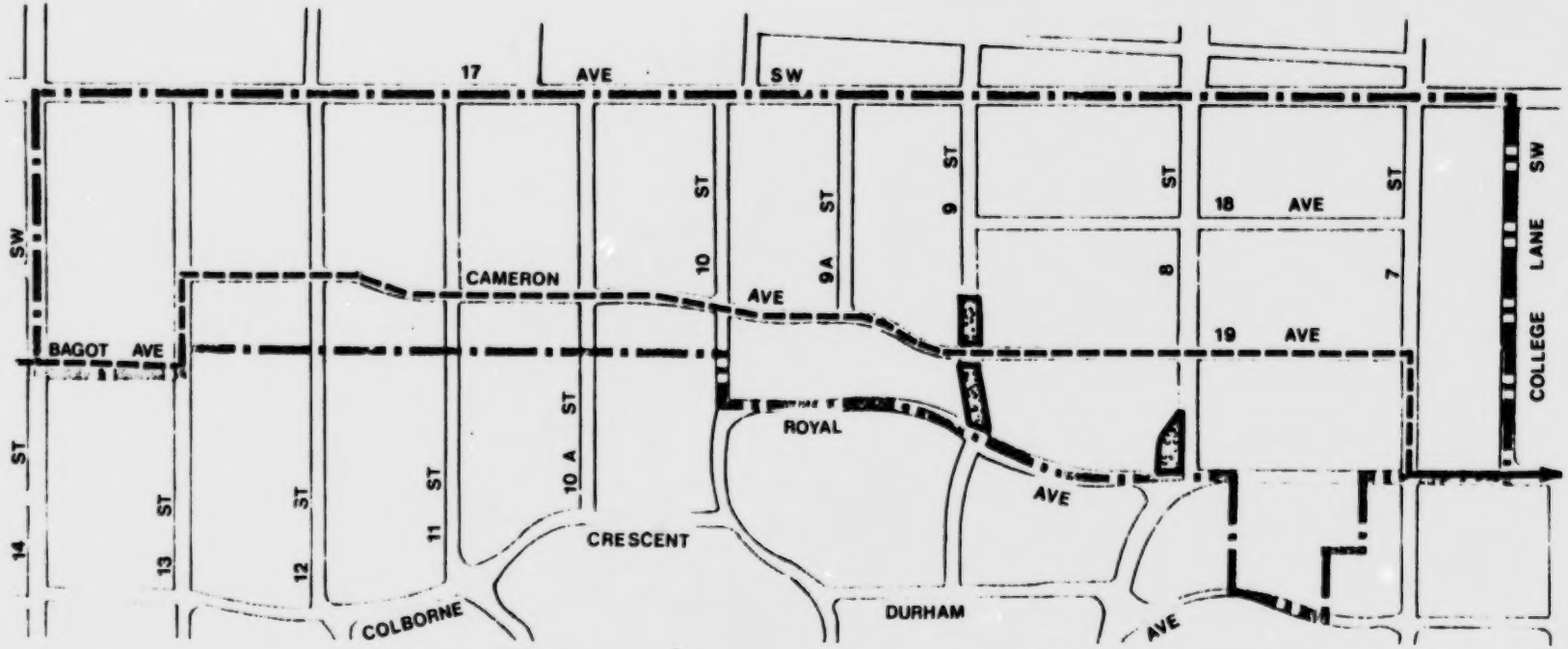
3. 1842 - 14th Street S.W.
   (AM#179-80, LUCG#82Z81)

4. 1850 - 14th Street S.W.
   (AM#3418, LUCG#32Z80)

3.4 PARKS AND OPEN SPACE

3.4.1 Land Use District

Parks and Open Space areas in Lower Mount Royal shall be assigned the P.E. (Park and Education District) designation (see Figure 3).



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 5

0 400'
0 120 M

OPEN SPACE SYSTEM

- 9th STREET NEIGHBORHOOD PARK
- 8th STREET PARKETTE
- LINDSAY PARK LINK

4.0 OPEN SPACE AND RECREATIONAL FACILITIES

4.1 OPEN SPACE AND RECREATION OBJECTIVES

Open space and recreation policies are based on the following objectives:

1. To create passive open space opportunities in Lower Mount Royal which suit the needs of local residents.

2. To improve the quality of community streets and boulevards as important links in the local and regional open space system.

4.2 PROPOSED OPEN SPACE SYSTEM

In order to address the need for increased open space to serve the residents of Lower Mount Royal, the development of a passive park space and an open space linkage system are proposed (see Figure 5). These improvements will cater to the passive recreation needs of the young adult and senior citizen population in the community.

4.2.1 9th Street/19th Avenue Park

The closure of portions of 9th Street S.W., from 19th Avenue to Royal Avenue and from 19th Avenue to the lane to the north is recommended to permit the development of a passive park space. 19th Avenue will remain open to through traffic. This would provide approximately .16 ha (.40 acres) of open space for the community. Alternate access to existing parking for the property located on the southwest corner of 19th Avenue and 9th Street will be negotiated.

Intensive landscaping should be used to provide a sense of visual relief. This space will also function as one of the destination points in the open space linkage system outlined below.

4.2.2 Open Space Linkage System

In order to increase the attractiveness and safety of pedestrian access to local and regional open space, the following improvements to public spaces and rights-of-way within the community are proposed.

Lindsay Park Link

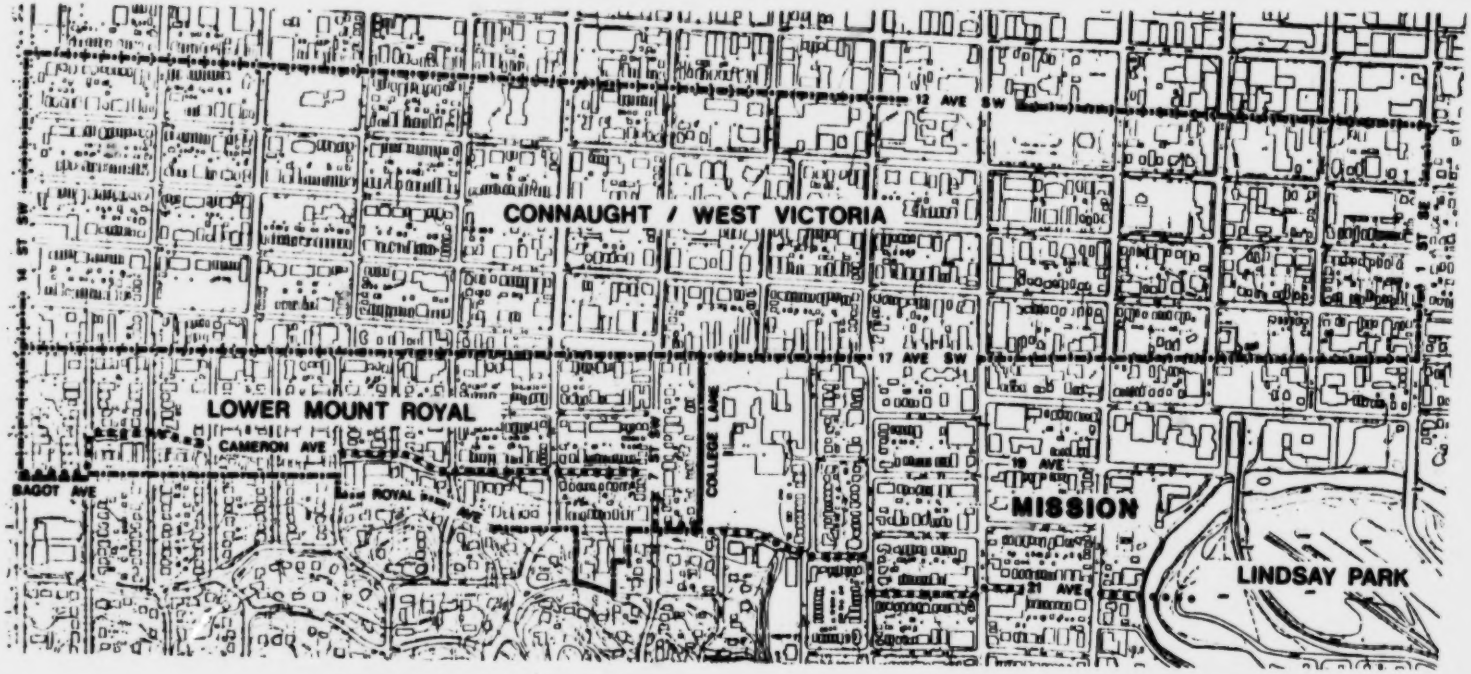
"The Lindsay Park Link", would be the major component of this system. It would extend along Cameron, 19th and Royal Avenues, from 13 Street to College Lane. The Link would continue through the communities of Cliff Bungalow and Mission to the regional recreational facility at Lindsay Park (see Figure 6). This Link would be approximately 2.4 km (1 1/2 miles) in length, and would comprise the following:

a) A coordinated signage system to assist in identifying the "Link" to the pedestrian.

b) Pedestrian crosswalks at busy intersections to ensure pedestrian safety while using the "Link".

c) The development of landscaped seating areas within the public right-of-way, in selected locations along the route.

d) An emphasis on low maintenance landscape treatments to control maintenance costs.



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 6

0 1000'
0 300m

LINDSAY PARK LINK

..... **LINDSAY PARK LINK**

8th Street and Royal Avenue

This parcel of land, approximately 107.8 m^2 (1,160 sq. ft.), was purchased by the City for road widening. It is presently contained in the Engineering Department's inventory. It should be developed as a parkette, with a seating area provided for pedestrians using 8th Street. Low maintenance landscaping treatments are recommended to control maintenance costs.

4.3 INNER CITY BICYCLE PATHS

The Transportation Department is currently preparing an Inner City Bike Route Plan. The route proposed through Lower Mount Royal should follow the "Lindsay Park Link". This route would connect Lower Mount Royal to other established cycle routes such as the Elbow River Pathway, and the Glenmore Reservoir system, as well as to other proposed routes in the Inner City.

4.4 IMPLEMENTATION

It is recommended that:

1. The PARKS AND RECREATION DEPARTMENT prepare development plans for the proposed 9th Street and 19th Avenue park and apply to Council for funds to implement these plans.

   Time Frame: 1983-1984

2. The PARKS AND RECREATION DEPARTMENT prepare detailed plans for the proposed "Lindsay Park Link" and 8th Street parkette, and apply to Council for funds to implement those plans.

   Time Frame: 1983-1986

3. The PARKS AND RECREATION DEPARTMENT initiate the closure of those portions of 9th Street required for the park described in Section 4.2.1. An access easement for the property on the southwest corner of 19th Avenue and 9th Street S.W. must be provided.

5.0 TRANSPORTATION

5.1 OBJECTIVES

1. To reduce on-street parking congestion in residential areas.

2. To increase short-term public parking in the 17th Avenue corridor.

3. To provide a satisfactory level of mobility to the 17th Avenue area and to the South Downtown area as a whole.

5.2 TRANSPORTATION POLICY

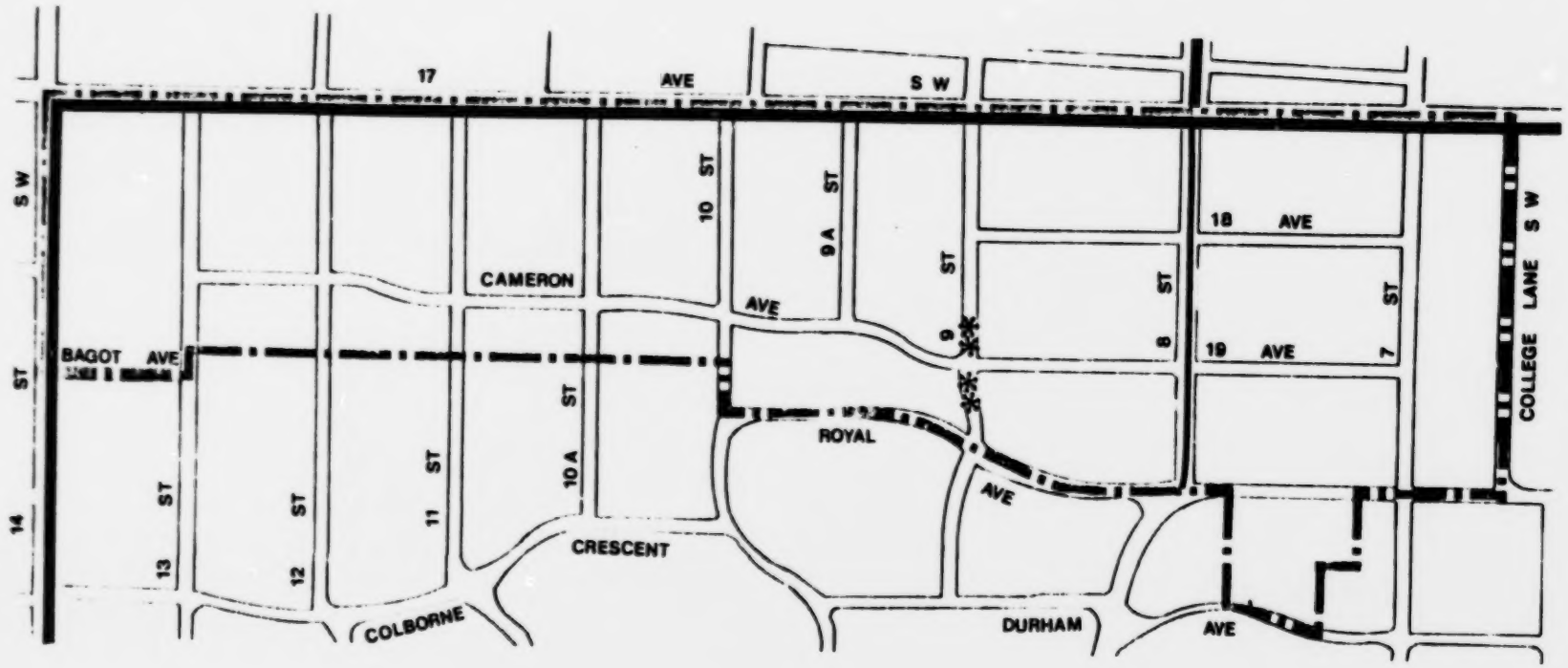
5.2.1 Street Designations

Streets within Lower Mount Royal should retain their present designation as follows (see Figure 7):

Major Roads: 14th Street S.W.
17th Avenue S.W.

Collector: 8th Street S.W.

Local Roads: All other community streets.



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 7

0 400'
0 120 M

TRANSPORTATION POLICY

MAJOR ROADS

COLLECTOR ROADS

** CLOSURE FOR OPEN SPACE

Major roads expedite the movement of high volumes of traffic between various parts of the City. Collectors distribute traffic between major and local roads. Local roads provide access to properties within the community. Local roads may be considered for closure to create open space.

5.2.2 Road Closures

The closure of 9th Street, on both sides of 19th Avenue should be undertaken to create the park described in Section 4.2.1.

5.3 PARKING

5.3.1 Commercial Parking on Residential Streets

The growth of commercial development on 17th Avenue, and an increase in downtown commuters parking on local streets, has resulted in a high level of parking congestion in Lower Mount Royal. The use of local streets as uncontrolled parking areas for 17th Avenue employees or downtown commuters should be discouraged. One alternative to this problem is to institute two hour parking restrictions on a block-face basis. These restrictions can be instituted by a petition by the residents on each block. An 80% consensus is required for each block.

5.3.2 17th Avenue On-Street Parking Policies

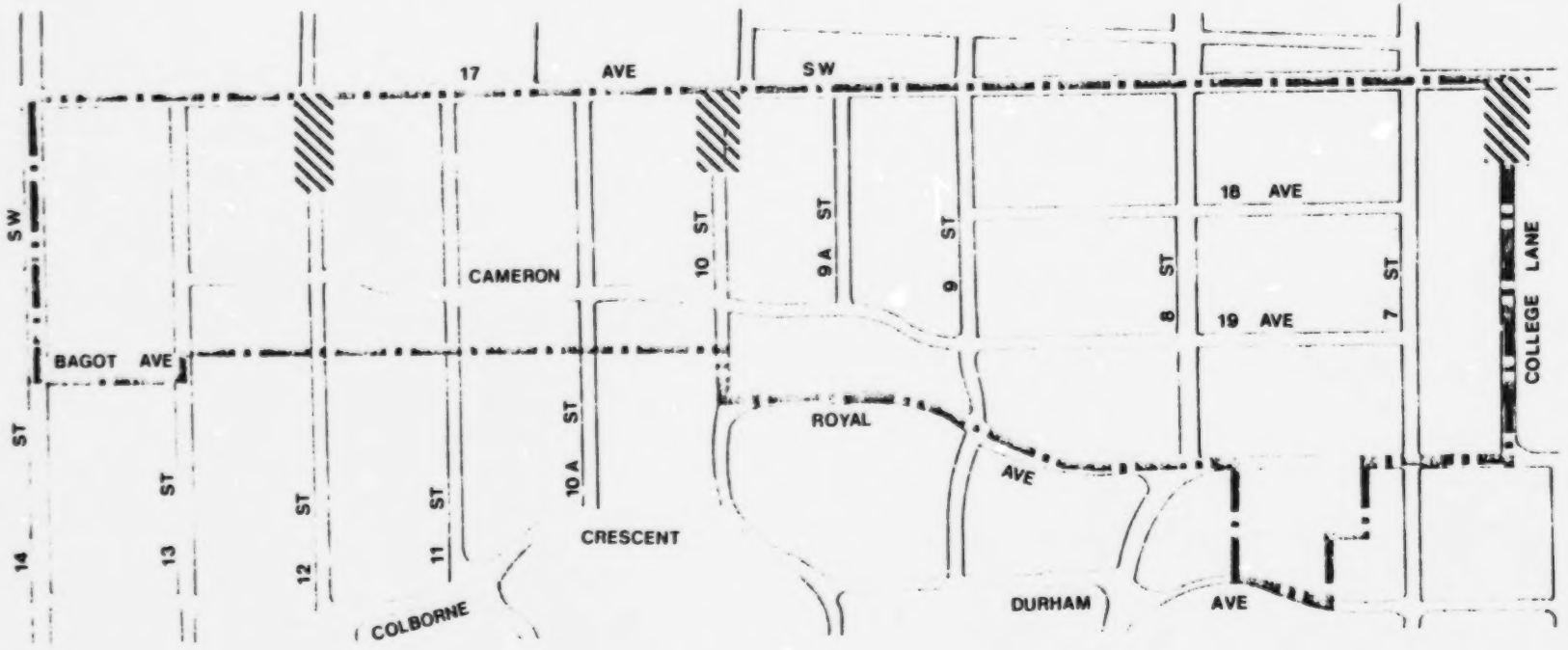
The Transportation Department has reviewed on-street parking arrangements and restrictions in the 17th Avenue corridor. 17th Avenue is a major road and plays an important role in the south Downtown transportation network. In the long-term, plans to upgrade 17th Avenue may necessitate the removal of the metered parking along the avenue. In the short-term, on-street metered parking will remain, although some parking meters will be removed to make room for loading and taxi zones. Additionally, meters will be added to the commercially designated portions of cross-streets. This will assist in controlling the random parking problem which presently exists.

Signage relative to parking restrictions on 17th Avenue will be adjusted to reflect the new peak hour restrictions presently in use in the downtown. Parking will not be allowed on 17th Avenue between 7:00 h and 8:30 h for the inbound direction, and between 15:30 h and 18:00 h for the outbound direction, Monday to Friday.

5.3.3 Short-Term Public Parking Alternatives

The availability of short term public parking is a key element to the success of a regional pedestrian shopping street. The parking policies for 17th Avenue, contained in Section 3.2.4, are intended to alleviate current parking problems. However, additional parking solutions must be found.

One alternative is increasing the number of on-street parking spaces through angle parking in the commercially designated portions of selected side streets. The Transportation Department will be carrying out an experiment with angle parking in an Inner City location. Should the experiment suggest that angle parking is operationally feasible and cost effective, it should be extended into the 17th Avenue corridor.



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 8

0 400'
0 120 M

SHORT - TERM PARKING PRIORITY AREAS

PARKING PRIORITY AREAS

Another alternative calls for the development of public parking lots operated by the Calgary Parking Authority. Due to the linear commercial function of 17th Avenue, a series of small surface lots in dispersed locations would best meet current parking needs.

The high cost of land on 17th Avenue makes surface lots a costly proposition. Therefore, it may be necessary to locate such parking lots on the borders of adjacent residential communities. Such lots would have to be designed and located to reduce impact of visual intrusion and increased traffic.

5.3.4 Short Term Parking Priority Areas

The area from 6th Street S.W. to 10th Street S.W. has been identified as the priority area for the development of an off-street surface parking lot. An appropriate site should be found which is central to this catchment area.

The following locations are recommended for priority consideration as angle parking areas, if this alternative is found to be feasible: College Lane, 10th Street and 12th Street, directly south of 17th Avenue to the alley. (see Figure 8).

As the 17th Avenue area develops, on-street parking congestion should be monitored to determine other priority areas for short-term public parking.

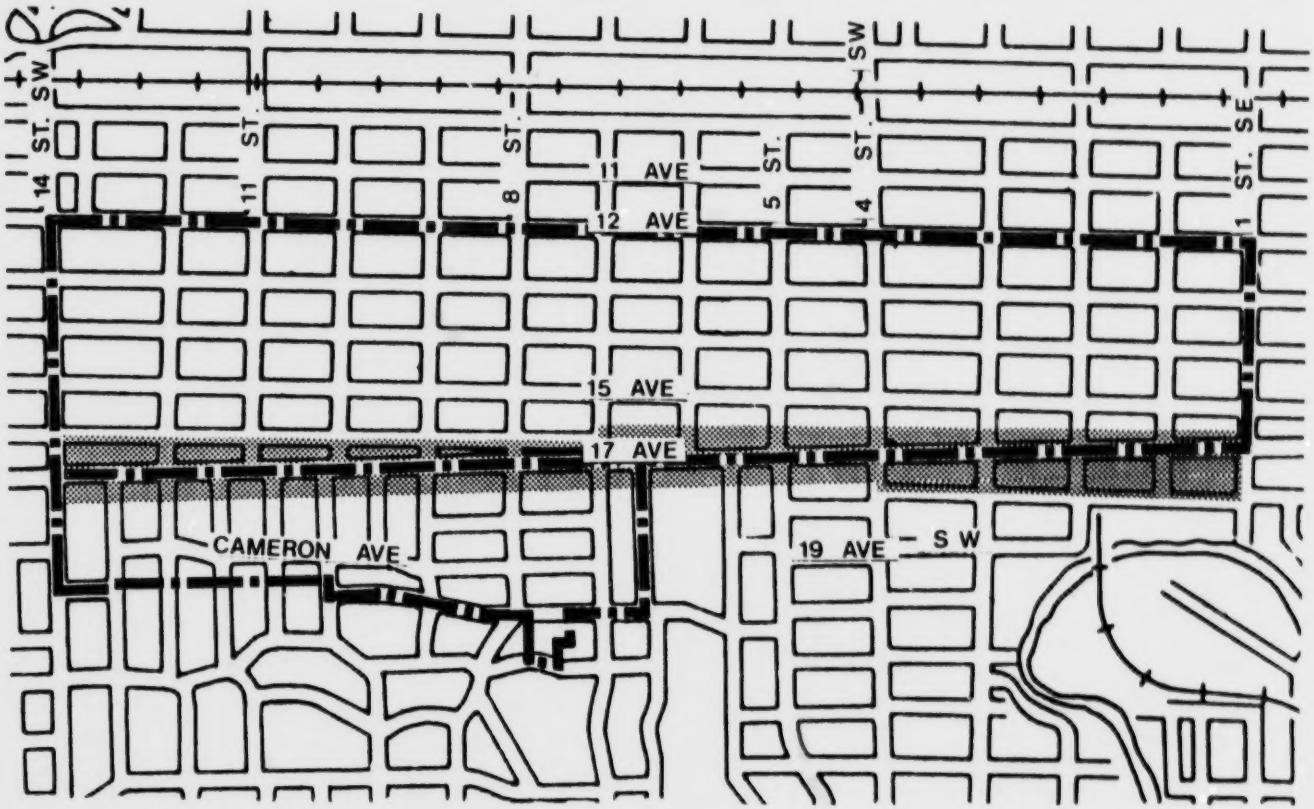
5.3.5 Costs and Funding Options

Estimated costs and a more detailed description of funding options for short-term public parking are outlined in Section 1.3.3 of the Supporting Information.

5.4 IMPLEMENTATION

It is recommended that:

1. The TRANSPORTATION DEPARTMENT consider alternatives to control spillover commercial parking in the residential portions of Lower Mount Royal.
2. The TRANSPORTATION DEPARTMENT determine the number of short-term public parking stalls that should be provided, either through off-street or angle parking, within the priority areas described in Section 5.3.4.
3. The TRANSPORTATION DEPARTMENT develop angle parking in the priority areas described in Section 5.3.4, pending positive results of the Mission angle parking test.
4. The TRANSPORTATION DEPARTMENT and PLANNING DEPARTMENT determine a suitable location for such off-street surface parking lots.
5. The TRANSPORTATION DEPARTMENT evaluate funding alternatives for the provision of short-term public parking.
6. The LAND DEPARTMENT acquire appropriate sites as determined by the Planning and Transportation Departments.
7. The CALGARY PARKING AUTHORITY evaluate funding alternatives and operate the short-term public parking recommended in Section 5.3.4.



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 9

0 1000'
0 300m

17 th AVE PUBLIC IMPROVEMENT AREA BOUNDARIES

STUDY AREA

6.0 17th AVENUE PUBLIC IMPROVEMENTS PROGRAM

6.1 IMPROVEMENT AREA BOUNDARIES

A Public Improvements Program is proposed for the 17th Avenue retail and commercial area; from 14th Street W. to 1st Street E. (see Figure 9). These improvements will be confined to the public right-of-way. Parts of the study area are included within the boundaries of four Area Redevelopment Plans: Lower Mount Royal; Connaught/West Victoria, Mission and Cliff Bungalow. The public improvements program initiatives have been incorporated into the respective Area Redevelopment Plans for approval and implementation.

6.2 PURPOSE OF PUBLIC IMPROVEMENTS

The purpose of the Public Improvements Program is to foster a comfortable and attractive street character for the pedestrian within the public right-of-way. The program will focus on the unique qualities of 17th Avenue, one of the few remaining pedestrian shopping streets left in the City. The program will increase the Avenue's desirability as a retail commercial area of city-wide attraction and importance. It is also timely that the Public Improvements Program be undertaken as the 1988 Winter Olympics approach, and 17th Avenue becomes a high visibility route to the Olympic Coliseum.

6.2.1 Objectives

Detailed planning and implementation of the proposed public improvements should be based on the following objectives:

1. To identify 17th Avenue as a unique retail and commercial area, serving a City-wide function.

2. To improve the quality of 17th Avenue's pedestrian environment.

3. To create "focal points" at selected locations oriented to pedestrian convenience and safety.

4. To up-grade existing public open spaces adjacent to 17th Avenue with a character complementary to the public improvements and the retail nature of the street.

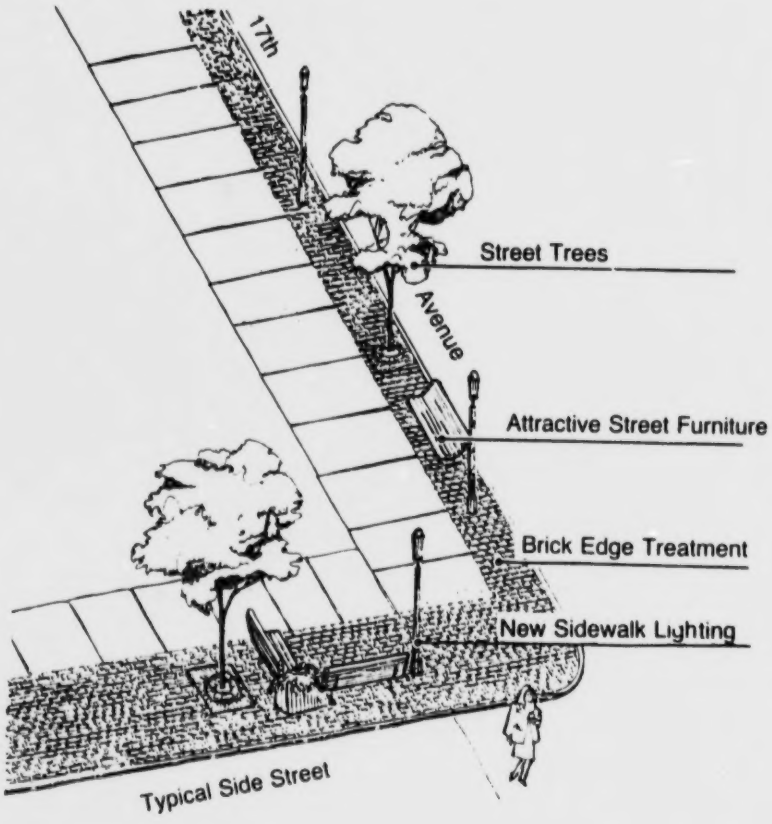


FIGURE 10 DESIGN ELEMENTS

6.2.2 Proposed Design Elements

The public improvements program should enhance the specialized shopping character of 17th Avenue and should include the following elements:

a) removal of overhead powerlines;

b) sidewalk reconstruction including the use of a brick edge treatment;

c) street trees;

d) street furniture consisting of a public signage system, benches, planters, bus shelters, litter bins, phone booths and kiosks;

e) pedestrian scale light standards;

f) pedestrian crosswalks;

Site specific planning of the design elements will take the form of a Public Improvements Master Plan for 17th Avenue, and will include further consultation with local property owners and business people.

6.3 FUNDING AND PHASING

6.3.1 Funding

The costs of the proposed public improvements program are estimated in Section 1.3 of the Supporting Information. A cost-sharing agreement between the City and 17th Avenue property owners is proposed to cover the cost of the public improvements, as each would benefit from these improvements. The City should initiate the improvements using general revenues and recoup a percentage of these costs through a Local Improvement or Local Benefit By-law. Under these By-laws, costs can be charged via a tax assessment to property owners over a 15-year period.

6.3.2 Phasing

The public improvements program for 17th Avenue is divided into two phases. The Lower Mount Royal portions of the program are included within Phase I. Within this phase, the blocks between 5th Street W. and 9th Street W. are of highest priority. The public improvements program will be phased to coordinate with possible road improvements to 17th Avenue. Street tree planting is contingent upon the removal of overhead powerlines and other utility constraints.

The Planning and Engineering Departments will determine the extent of each phase, subject to budget approval.

6.4 IMPLEMENTATION

It is recommended that:

1. The PLANNING DEPARTMENT, in consultation with OTHER CIVIC DEPARTMENTS and 17th Avenue property owners and business people, prepare a Public Improvements Master Plan for 17th Avenue.

2. The design of the Public Improvements Master Plan should be completed within one year of the adoption of this Area Redevelopment Plan.

3. The Public Improvements Master Plan for 17th Avenue be implemented through a Local Improvement or Local Benefit By-law initiated by the City, which provides for a 50/50 cost sharing agreement between the City and 17th Avenue property owners, to be brought forward as budget constraints permit.

7.0 SERVICING

Utility replacement and upgrading may be required due to the ongoing redevelopment in the plan area or because of specific public improvement projects. The costs of these replacements and upgrading will be assessed to the property owners in accordance with normal City policies.

Amendments

Amendments

SUPPORTING INFORMATION TO

LOWER MOUNT ROYAL

THE CITY OF CALGARY
PLANNING DEPARTMENT

AREA REDEVELOPMENT PLAN

SUPPORTING INFORMATION

PREFACE

This section provides background information to the Lower Mount Royal Area Redevelopment Plan. Its purpose is to describe the context within which planning proposals are offered. This section is not a part of the Area Redevelopment Plan and, therefore, has no legal status.

TABLE OF CONTENTS

PAGE

1.0 APPROACH TO PLANNING AND PLANNING IMPLICATIONS 33

- 1.1 Approach to Planning 33
  - 1.1.1 Residential Land Use 33
  - 1.1.2 17th Avenue Commercial Land Use 35
  - 1.1.3 17th Avenue Public Improvements 38
  - 1.1.4 Office Conversions 39
  - 1.1.5 Open Space and Recreational Facilities 42
  - 1.1.6 Transportation 44
- 1.2 An Analysis of Future Development Potential 46
  - 1.2.1 Population Potential. . . . 46
  - 1.2.2 Commercial Potential. . . . 46
- 1.3 Financial Considerations 46
  - 1.3.1 Cost Estimates. 46
  - 1.3.2 17th Avenue Public Improvements. 48
  - 1.3.3 Short-Term Public Parking Funding Options 48

2.0 COMMUNITY PROFILE 51

- 2.1 Community History 51
- 2.2 Potential Heritage Sites 53
- 2.3 Existing Land Use Districts. . . . 55
- 2.4 Existing Land Use. 55
  - 2.4.1 Residential. 55
  - 2.4.2 Commercial 55
  - 2.4.3 Mixed Use. 57
  - 2.4.4 Other. 57
  - 2.4.5 Public Parks/Recreation. . . 57
  - 2.4.6 Vacant 57
- 2.5 Demographic Data 58
  - 2.5.1 Population and Occupancy Rate 58
  - 2.5.2 Vehicle Ownership. 58
  - 2.5.3 Age Structure. 58
- 2.6 Dwelling Type and Tenure 59
  - 2.6.1 Dwelling Types 59
  - 2.6.2 Home Ownership 60
- 2.7 Existing Open Space. 60
- 2.8 Social/Community Facilities. . . . 60
- 2.9 Topography 62

3.0 BACKGROUND TO POLICY FORMULATION 65

- 3.1 Planning Process 65
- 3.2 Issues & Concerns. 66
  - 3.2.1 Residential Land Use. . . . 66
  - 3.2.2 17th Avenue Commercial Land Use and Public Improvements . . 66
  - 3.2.3 Other Land Use. 67
  - 3.2.4 Transportation. 68
  - 3.2.5 Parks and Open Space. . . . 69
- 3.3 Policy Direction 69
  - 3.3.1 The Calgary General Municipal Plan. 69
  - 3.3.2 The Inner City Plan 69

4.0 COMMUNITY RESPONSE 73

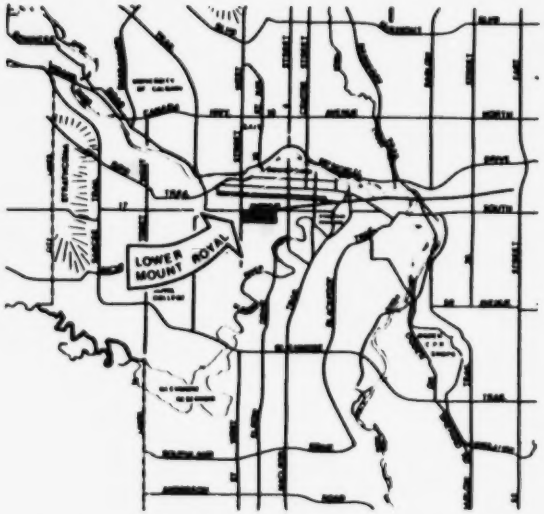
- 4.1 Introduction 73
- 4.2 Community Response 73

LIST OF FIGURES

		PAGE
1.	Location of Community	33
2.	RM-5 Development	35
3.	Redevelopment Guidelines	37
4.	Sunlight Performance Standard	38
5.	Existing Office Conversions	39
6.	Open Space Linkage System - Design Elements	42
7.	9th Street Park	43
8.	Angle Parking	45
9.	Potential Heritage Sites	52
10.	Existing Land Use Districts	54
11.	Land Use Districts - ha (acres)	55
12.	Generalized Existing Land Use	56
13.	Existing Land Use Distribution	57
14.	Occupancy Rate	58
15.	Age/Sex Pyramid	59
16.	Dwelling Units by Type	59
17.	Detached Dwelling Ownership Patterns	60
18.	Activity Centres and Open Space	61
19.	Topography	62
20.	Existing City Policies	69

Approach To Planning

FIGURE 1 LOCATION OF COMMUNITY



1.0 APPROACH TO PLANNING AND PLANNING IMPLICATIONS

1.1 APPROACH TO PLANNING

The Lower Mount Royal community has experienced dramatic changes in the last twenty years. Much of its residential, and an increasing proportion of its commercial areas have been redeveloped to accommodate Calgary's rapid growth. The intent of the policies in the Lower Mount Royal Area Redevelopment Plan is to encourage the continuation of this trend in a manner which reflects community and City-wide objectives. As a result of the planning process outlined in Section 3.1, Lower Mount Royal's role in the Inner City has been identified as one of accommodating medium density residential and commercial development.

1.1.1 Residential Land Use

Land Use Policy

This Area Redevelopment Plan proposes medium density apartment redevelopment in Lower Mount Royal. This policy reflects the existing land use designation in the community and is a departure from the Inner City Plan policy of medium-low density. A medium density policy is considered to be appropriate for the following reasons:

a) The demand for Inner City apartment accommodation is likely to continue at a rate reflective of Calgary's overall growth.

b) Lower Mount Royal is capable of supporting medium density redevelopment. The area has excellent access to the employment and services located in the Downtown; to local shopping; and to proposed local and regional open spaces.

c) Approximately 60% of the residential land area in the community is already developed in the medium density range, with the remaining detached housing stock dispersed throughout the area. This dispersed pattern of the remaining stock makes low density conservation policies of questionable value.

d) The Transportation Department has indicated that the projected increase of a maximum 1,060 dwelling units, or 1,800 persons resulting from the medium density policy will not have a significant impact on the transportation system i.e., increased traffic volumes. This was a particularly critical issue, as the adjacent Mount Royal community was concerned about the impact that RM-5 population increases would have on traffic volumes in Mount Royal.

e) The building forms resulting from this medium density policy increase the diversity of housing choice in the Inner City by providing a low-rise alternative to the high-rise Connaught/West Victoria and the mid-rise Mission district.

f) The escarpment along Cameron and Royal Avenues (see Section 2.9 of the Supporting Information) forms a natural break between the medium density policy in Lower Mount Royal and the conservation policy in Mount Royal. While a medium density policy is not the best transition to the R-1 community of Mount Royal, the escarpment area is almost totally developed in the medium density range.

Land Use District

In planning for low-rise medium density redevelopment in Lower Mount Royal two land use districts were considered. The RM-4 land use district (9 m height limit at 60 units per hectare) and the RM-5 land use district (12 m height limit at 85 units per hectare). The RM-5 district is proposed because:

a) Due to the escarpment, the 12 m building height will not unduly effect established communities i.e., Cliff Bungalow, Mount Royal).

b) Both the RM-4 and RM-5 land use districts typically result in apartment forms of accommodation. As Lower Mount Royal was determined to be particularly appropriate for medium density redevelopment, the higher density option was preferred.

Redevelopment Guidelines

Guidelines are proposed which encourage redevelopment in Lower Mount Royal to respect its location relative to the established community of Mount Royal i.e., building quality and character, landscaping and parking.

The following sketch illustrates the use of design elements such as bay windows, sloping rooflines, and diversity in facade treatment. The use of these elements results in a building design reflective of the original community character of Lower Mount Royal and Mount Royal.

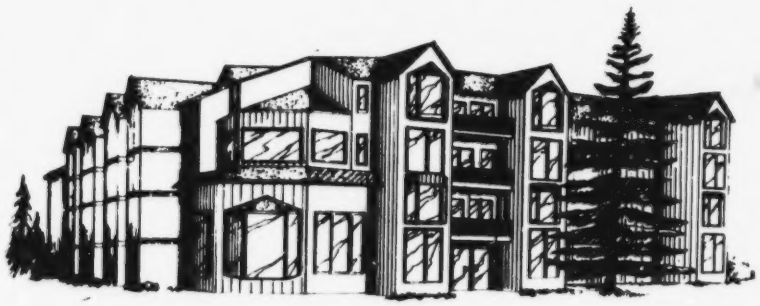


FIGURE 2 RM-5 DEVELOPMENT

1.1.2 17th Avenue Commercial Land Use

Land Use Policy

The Plan proposes commercial land use policies which implement the Regional Pedestrian oriented commercial strip designation proposed in the Inner City Plan.

Land Use District

The Plan recommends a C-3 (23) land use district for 17th Avenue. The question of commercial densities and building heights was addressed through:

1. A consultant's study to determine the densities which could be accommodated under certain sunlight performance standards;

2. A study by the Transportation Department regarding transportation constraints to commercial densities that should be allowed on 17th Avenue;

3. The merchants' and consumers' surveys and response to the concepts presented at the 17th Avenue Open House.

On the basis of this analysis, a C-3 (23) land use district (3 F.A.R., height limit of 23 m- 6 to 7 storeys) was considered appropriate for the following reasons:

1. The Transportation Department has indicated that 3 F.A.R. is the maximum density that should be permitted due to existing capacity constraints on 17th Avenue at 14th, 8th, 5th and 4th Streets West and at 1st Street and 2nd Streets East.

2. Evidence that the 1:46 m^2 parking standard could not be met on typical 17th Avenue sites, if a density increase were permitted. The Transportation Department recommended retention of the 1:46 m^2 standard.

3. An indication that the sunlight performance standards for sites on the south side of 17th Avenue could be met with a building height of 6-7 storeys, while still allowing the developer considerable design flexibility in meeting the maximum density of 3 F.A.R.

4. The public's preference, as revealed through opinion surveys and Open House comments, for building heights in the order of 5-7 storeys, and the support for the assurance of sunlight on open spaces and north sidewalks.

5. The perception that a building height of 6-7 storeys was important in preserving the pedestrian scale of the Avenue, and creating a shopping street atmosphere different than that of the Downtown.

6. The evidence that land use districts proposed for the Downtown provided for in excess of a 20 year supply of office space in the Downtown and south Downtown. The fact that 17th Avenue and other Inner City commercial strips are less than one-third developed at 3 F.A.R. For example, commercial strips such as 4th Street S.W. and 17th Avenue alone offer an estimated 510,950 m^2 (5.5 million sq. ft.) of undeveloped office potential.

17 th. AVENUE

7. The importance of a height limit and density that would minimize the impacts that developments on 17th Avenue will have on the adjacent low and medium density residential communities to the south of 17th Avenue i.e., through traffic, spillover parking, transition in building height.

Redevelopment Guidelines

The redevelopment guidelines for 17th Avenue are intended to support the regional pedestrian shopping street policies for 17th Avenue. Emphasis has been placed on the nature of land uses, building height, the treatment of at-grade commercial frontage, the encouragement of retail and restaurant uses at-grade, and the design of parking and by-lawed setback areas.

FIGURE 3 REDEVELOPMENT GUIDELINES

In addition, to assure sunlight on north sidewalks, a 10:00 a.m.-2:00 p.m. M.S.T., March 21-September 21 sunlight standard is proposed for sites on the south side of 17th Avenue. This particular standard is recommended because it corresponds to the time period associated with greatest pedestrian activity on the Avenue. A standard that would assure sunlight on south sidewalks is not practical due to the east-west orientation of the Avenue.

1.1.3 17th Avenue Public Improvements

A public improvements program, aimed at increasing the attractiveness of the 17th Avenue shopping area for pedestrians is proposed. Improvement of the pedestrian environment on 17th Avenue is viewed as a key factor in its continued success as a shopping street.

The proposed design elements for the public improvements program are illustrated in Section 6.0 of the By-law portion of the Plan. These elements will form the basis of a Public Improvements Master Plan for 17th Avenue. The development of this Master Plan will be done by the Planning Department, in consultation with other civic departments and 17th Avenue property owners and business people.

The Master Plan will then be reviewed by the Calgary Planning Commission, prior to its implementation through a Local Improvements or Local Benefit By-law.

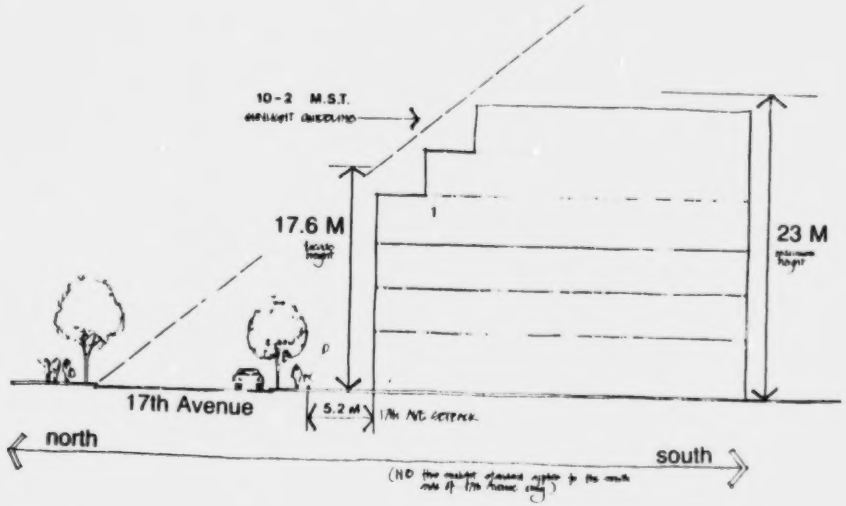


FIGURE 4 SUNLIGHT PERFORMANCE STANDARD

1.1.4 Office Conversions

Policy Intent

The issue of office conversions in Lower Mount Royal is a particularly controversial one. There are currently four such conversions, approved by City Council, in the study area. This trend is expected to continue. The intent of the policy contained in the Plan is to introduce guidelines which would limit the conversion of homes to offices. This policy accommodates some demand for office conversion but ensures the continuance of Lower Mount Royal as a predominantly residential area. In order to determine the appropriateness of this policy, a comparison was made between the continuance of the RM-5 land use designation and allowing limited office conversions to proceed. These are summarized on the following page.

Land Use Policy

In order to limit the spread of office conversions, the Plan proposes that only certain types of residential structures, in particular locations, be considered for office use. Only office uses which do not generate an inordinate amount of traffic, or affect the residential character of the community should be permitted. For this reason medical and dental clinics are excluded.

In order to preserve the low density residential character of the rest of the Mount Royal community, the Plan proposes that office conversions should not be permitted adjacent to R-1 and R-2 areas. However, one parcel was excepted out of this buffer zone at Council's direction.

By-law Amendments

In order to provide for public discussion and ensure that each application for an office conversion is thoroughly reviewed, a public hearing to amend the Land Use By-law 2P80 and the A.R.P. would be required before an office conversion could proceed.

By adding the office use to the present RM-5 district, and confining the use to the life of the structure existing at the time of passage of the amending By-laws, the land retains its residential guidelines. This prevents an office building from being constructed on the site, should the existing structure be destroyed or demolished.

Redevelopment Guidelines

Redevelopment guidelines are proposed to ensure that the residential character of the building is not altered, should an office conversion be allowed to proceed.

FIGURE 5 EXISTING OFFICE CONVERSION

POLICY IMPLICATIONS

	OFFICE CONVERSIONS	MEDIUM DENSITY RESIDENTIAL (RM-5)
1. COMMUNITY IMPACTS		
a) Traffic generation	o increase in traffic over current volumes. However, will likely be less than traffic generated by RM-5 development on same site.	o increase in traffic over current volumes. 10-11 d.u.'s on equal size site will result in greater volumes than office conversions.
	o trip generation characteristics: more trips during office hours, few or none in evening or weekend hours.	o residential traffic only.
	o some office courier traffic	o trip generation characteristics: more trips during evening and weekend hours when majority of residents are at home.
b) Parking	o parking should be provided on site to By-law requirements. However, client visits will result in more on-street parking congestion (already a problem on some streets) during office hours.	o parking will be provided on site as per By-law. However, area already has a high level of on-street parking congestion due to historical parking deficiencies. Visitor and resident parking at peak during evening hours.
	o will result in surface lots in rear yards, screened as much as possible.	o underground parking.
c) Quality of Physical Environment	o conversions usually result in upgrading of dwellings and add to overall attractiveness of community.	o quality of RM-5 development will improve through redevelopment guidelines.
	o residential character must be maintained.	o detached dwellings are generally poorly maintained while awaiting RM-5 redevelopment.
	o developer has more flexibility to use building to generate a higher revenue while awaiting RM-5 redevelopment; building likely to be better maintained.	o little flexibility for developer during interim period.
		o does not encourage variety in building form, leads to a certain amount of monotony in streetscape.
	o provides for variety in building form and a break in monontony of RM-5 development.	
d) Heritage Preservation	o offers opportunity to preserve buildings on Potential Heritage List.	o encourages destruction of Potential Heritage buildings or original "character" homes in the community.
	o also provides opportunity of preserving original "character" homes e.g. McCutcheon House, as a reminder of our past.	
e) Compatability of Land Use	o a limited number of low intensity office uses are felt to be compatible with RM-5 residential uses.	N/A

	OFFICE CONVERSIONS	MEDIUM DENSITY RESIDENTIAL (RM-5)
2. COMPATIBILITY WITH OTHER A.R.P. POLICIES AND OBJECTIVES		
a) Accommodate Population Growth in Lower Mount Royal	o could extend the period of time required to reach medium density population or even reduce the population potential in an area of the City particularly suitable for accommodating such growth.	o may accommodate population growth more quickly.
	o likely will reduce the number of converted houses or rooming house dwellings from the market - an increasingly scarce housing commodity in Calgary.	o results in transitional use of converted homes as small suites or rooming house accommodation.
b) Inner City Plan	o states that inappropriate reclassification of residential properties to commercial uses should be discouraged as this destabilizes Inner City neighbourhoods. However, office conversions may in fact stabilize the physical environment in Lower Mount Royal.	o departure from Plan policy of medium-low density.
c) 17th Avenue Policies	o may deflect some of the demand for office space to residential portion of Lower Mount Royal. However, businesses attracted to converted structures may never have been potential 17th Avenue clients due to cost of rent or identity factor.	o no effect on demand for office space. o will provide clientele for 17th Ave. businesses just as office conversions will.
d) Retention of Predominantly Residential Character	o can the spread of office conversions be controlled? o policy and redevelopment guidelines in A.R.P. are designed to limit spread of office conversions. In the absence of policy guidelines, four have already taken place.	o RM-5 will preserve residential character of Lower Mount Royal.
e) Control Impact on Adjacent Communities	o segments of Mount Royal Community are opposed to commercial uses adjacent to an R-1 area. However, the impact of these conversions on Mount Royal is considered to be no greater than the RM-5 policy.	o segments of Mount Royal Community are opposed to RM-5 land use policy on grounds of cut throuth traffic generation. Transportation Department feels projected impacts are minimal.
3. DEMAND FOR OFFICE CONVERSIONS	o there is a demand for office conversions. It is felt that a limited amount of this demand can be satisfied in Lower Mount Royal without reducing residential amenity value of the neighbourhood.	o does not recognize demand for this use.

1.1.5 Open Space and Recreational Facilities

There are no public parks or open spaces within Lower Mount Royal. However, residents are within walking distance of some parks in the Mount Royal community and the grounds of Western Canada High School and Mount Royal Junior High School (see Figure 11).

Due to the concentration of apartment densities in Lower Mount Royal, and the absence of facilities specifically directed at the needs of the estimated 5,200 young adults and senior citizens projected to live in the community, the Plan proposes the development of a neighbourhood park and an open space linkage system.

9th Street and 19th Avenue Park

The development of this park involves the closure of portions of 9th Street, from 19th Avenue to Royal Avenue and from 19th Avenue to the lane to the north. 19th Avenue will remain open to traffic. This will provide approximately .16 ha (.40 acres) of open space. Originally, only the portion of 9th Street north of 19th Avenue was proposed for closure and development as park space. However, due to the upward slope of 9th Street to the south, the Transportation Department was concerned about creating a possible hazard for northbound traffic. Thus, both portions of the road will be closed. Parking for the dwellings on the southwest corner of 9th Street and 19th Avenue will be relocated with access off 19th Avenue.

A conceptual plan for the park is illustrated in Figure 7.

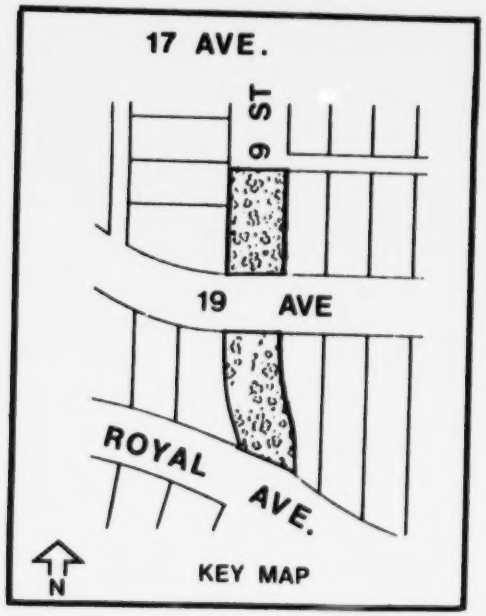
Open Space Linkage System

This "linear park" concept is designed to increase the attractiveness of the community and to ensure the safety of pedestrian access to local and regional open spaces. It will extend through Lower Mount Royal, CLiff Bungalow and Mission communities into Lindsay Park. This "Lindsay Park Link" will be composed of a coordinated signage system and other improvements within the public right-of-way e.g. landscaped seating areas in certain locations and pedestrian crosswalks at key intersections.

As walking, jogging and cycling are popular activities with the young adult and senior citizen population characteristic of Lower Mount Royal, this type of proposal is particularly suited to their needs.

Improvements to City-owned land at 8th Street and Royal Avenue are also proposed, to correct its current neglected appearance.

FIGURE 6 OPEN SPACE LINKAGE SYSTEM DESIGN ELEMENTS



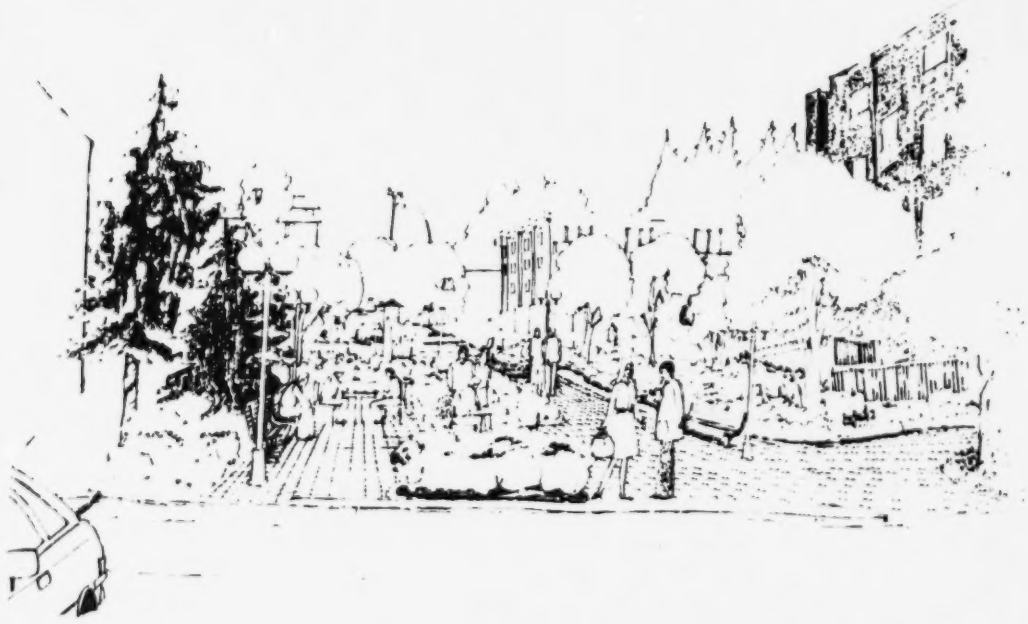


FIGURE 7 9th STREET PARK

1.1.6 Transportation

The main thrust of the transportation recommendations contained in the Plan deal with parking congestion on residential streets in Lower Mount Royal and methods of increasing short-term public parking in the 17th Avenue commercial corridor. The increased provision of short-term public parking is seen to be a key factor in the success of 17th Avenue as a regional pedestrian shopping street, while also helping to relieve some of the parking congestion on residential streets.

A study by the Transportation Department in early December 1981, revealed that on-street parking congestion is most critical during peak Saturday shopping hours (2:00 p.m. - 5:00 p.m.) when neighbourhood streets are 80 - 100% occupied with short-term largely non-local parkers. The situation is most critical in areas around Mount Royal Village from 10th Street to 6th Street. On weekdays, local streets are 60 - 80% occupied with parked cars during the day, as well as overnight. Again, non-local, short-term parkers compose a large percentage of on-street parking during business hours (10:00 a.m. - 4:00 p.m.).

Parking congestion on community streets stems from a number of factors: (i) historic deficiencies in parking provisions in walk-up apartment blocks and converted dwellings, (ii) the increase in retail and restaurant uses on 17th Avenue, and (iii) downtown commuters and 17th Avenue workers parking on local streets.

Parking congestion related to older walk-up apartments and converted dwellings will be partially alleviated as redevelopment occurs as per the Land Use By-law 2P80 parking requirements. The By-law requirement is .90 parking spaces per dwelling unit. The actual vehicle ownership in Lower Mount Royal was .77 vehicles per occupied dwelling unit in 1981. The Plan also proposes that well located and signed visitor parking be mandatory, as opposed to optional, at .15 parking spaces per dwelling unit.

A number of other options are proposed to alleviate on-street parking congestion resulting from the increase in commercial development, particularly the retail and restaurant uses, on 17th Avenue:

1. A condition of development should require public access to a percentage of parking stalls in office developments during non-office hours. This option is particularly useful in addressing parking congestion resulting from restaurant patrons and Saturday shopping. It has the advantage of making efficient use of existing resources.

2. Angle parking on selected side streets is also an option. The cost effectiveness and operational feasibility of this option will be determined in the Mission experiment to be carried out by the Transportation Department. This option could potentially increase public parking by 35% in selected locations, and eliminates land acquisition costs.

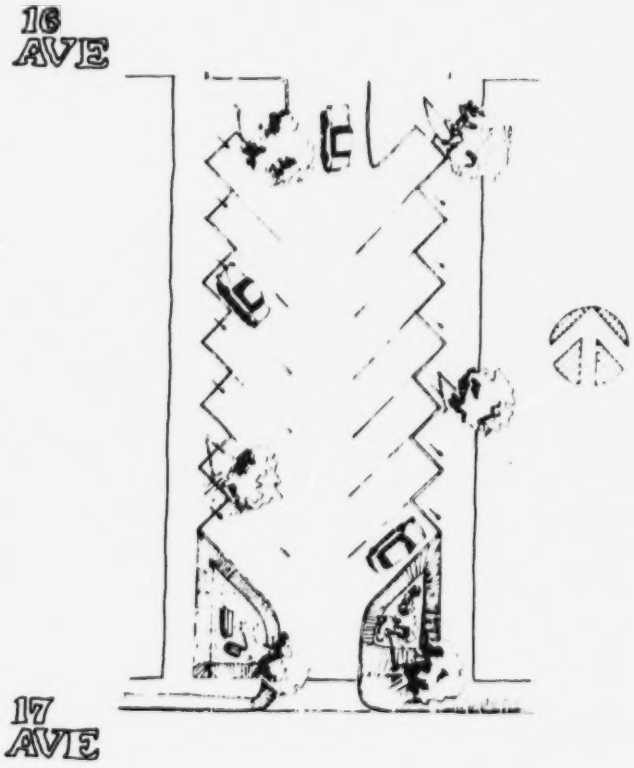


FIGURE 8 ANGLE PARKING

3. The development of municipally operated surface public parking, directed at short-term users is proposed. This option involves the acquisition of land on 17th Avenue or in adjacent residential areas for the development of surface parking lots. As the area develops it may become necessary to construct a parking structure in an area of concentrated activity.

   These lots would be operated by the Calgary Parking Authority, similar to the one currently in operation on 15th Avenue west of 14th Street, in the Sunalta community.

A fourth option, a density bonus to developers for providing public parking was considered, but rejected due to the recommended 3 F.A.R. density maximum, as discussed in Section 1.3.2.

As a result of Transportation Department findings, the area around Mount Royal Village was considered an immediate priority for the development of short-term public parking. The Transportation Department will provide direction on the number of stalls required to serve this area. A more detailed parking study would likely be required. Should the angle parking experiment prove operationally feasible and cost effective, additional parking provided through that arrangement could reduce the number of surface parking stalls required.

Finally, the Transportation Department has identified a need for upgrading of 17th Avenue at some time in the future. This upgrading is required to meet the access needs of new developments in the area, to meet the mobility needs of the South Downtown, and to improve pedestrian and vehicular safety. The Department will be undertaking a study in 1983 to determine both the nature of the improvements required to meet these objectives, and the expected timing and staging of these improvements.

1.2 ANALYSIS OF DEVELOPMENT POTENTIAL

1.2.1 Population Potential

Full development under the proposed medium density residential policy would accommodate a potential population of 5,200 persons in 3,060 dwelling units.* This is an approximate fifty percent increase over the present population of 3,277 persons. The proposed policy will result in a population density of 332 persons per hectare (134 persons per acre)in the residentially designated portions of the community.

Further population could also be accommodated within areas designated for commercial use on 17th Avenue. However, as this is unlikely to occur, the amount of residential development in this area has not been projected.

It should be noted that if the maximum number of potential office conversions envisaged by the draft policy outlined in the Plan, the population potential of Lower Mount Royal could be reduced by a maximum of 700 persons and 370 dwelling units. However, as many office conversions would be an interim use, the office conversion policy may simply extend the period of time required to reach the medium density population potential.

* The following assumptions were made in estimating population potential:

1. that existing non-apartment structures will redevelop to the maximum permitted density, and
2. that present occupancy rates will continue.

1.2.2 Commercial Potential

Full development under the proposed 17th Avenue commercial policy (3.0 F.A.R.) would result in 93,000 m^2 (1 million sq. ft.) of commercial floor space,* as compared to the 44,000 m^2 (470,000 sq. ft.) already developed in the Lower Mount Royal portion of 17th Avenue. It should be noted that the 17th Avenue Study Area (14 Street W. to 1st Street E.) as a whole is less than one-third developed, and could accommodate a total of 371,600 m^2 (4 million sq. ft.) of commercial floor space under proposed land use policies.

1.3 FINANCIAL CONSIDERATIONS

1.3.1 Cost Estimates

Table 1 describes the cost of public improvements in Lower Mount Royal to be undertaken upon approval of this Area Redevelopment Plan. Table 2 indicates a cost breakdown for public improvements within the entire 17th Avenue Study Area. Table 3 indicates the cost of alternatives related to the provision of short-term public parking on 17th Avenue. Cost estimates are provided in 1982 dollars. They are included to provide Council with the financial estimates necessary to review the Area Redevelopment Plan recommendations.

* The following assumptions were made in estimating commercial floor space potential.

1. all existing development below 2.4 F.A.R. will redevelop.
2. existing residential apartments were excluded from calculations.

Table 1

LOWER MOUNT ROYAL PUBLIC IMPROVEMENTS			
TASK	PRIMARY RESPONSIBILITY	TIME FRAME	COST 1982 $
1. 17th Avenue Improvements	Engineering and Planning	1983 - 1985	$766,000[2]
2. 9th Street Park Development	Parks/Recreation	1983 - 1984	$182,000
3. Lindsay Park Link	Parks/Recreation	1983 - 1986	$30,000
4. 8th Street Parkette and Pedestrian Link	Engineering and Planning	1983 - 1986	$8,000[1]
TOTAL			$986,000

Table 2

17TH AVENUE PUBLIC IMPROVEMENTS		
ITEMIZED BY	ITEM	COST[2] 1982
Community	Lower Mount Royal Cliff Bungalow Mission Connaught/West Victoria	$766,000 $317,670 $494,090 $1,595,020
Phase of Construction	Phase I Phase II	$2,274,730 $898,050
TOTAL		$3,172,780
Lineal Foot of Improvement	Total Costs 50% Share Assessment Charge[3]	$220 $110 $19

1 Includes a 15% contingency amount.
2 Includes a 20% contingency amount.
3 Based on 50% share of total costs, and 15 year amortization.

Table 3

17TH AVENUE SHORT-TERM PUBLIC PARKING ALTERNATIVES				
OPTION	LAND COST	CONSTRUCTION COST/STALL	TOTAL COST[2]	TOTAL COST/STALL
1. Angle Parking	Nil-uses public r.o.w.	$ 2,500	$ 37,500	$ 7,200[6]
2. Off-Street Surface Parking[1]	$147,000[3] $165,000[4] $390,000[5]	$ 2,800	$189,000 $207,000 $432,000	$12,600 $13,800 $28,800
3. Structured Parking[1]	$147,000[3] $165,000[4] $390,000[5]	$10,000	$747,000 $765,000 $990,000	$12,450 $12,750 $16,500

ASSUMPTIONS

1. 6,000 S.F. site used for purpose of comparison.
2. TOTAL COST is for 15 stalls (Angle Parking and Off-Street Surface Parking); 60 stalls for Structured Parking.
3. RM-5 land.
4. RM-7 land.
5. C-3 land.
6. Represents the cost of each additional stall above those already existing on-street.

1.3.2 17th Avenue Public Improvements

The cost estimates for 17th Avenue Public Improvements, as shown in Table 2, assumes a 50% cost share of total costs; i.e. the City would pay 50% of costs, and landowners with property on 17th Avenue would pay for 50% of the costs. Landowners would pay for these costs, calculated on a 15 year amortization basis, through a tax assessment. Council has the option to choose a cost-share formula other than 50% City/50% landowner. This formula was considered appropriate however, since the property owners and merchants would benefit from these improvements. Also, in recognition of 17th Avenue's regional significance, the City as a whole would benefit from these improvements.

Incremental Cost

The normal cost of replacing old light standards and repairing/replacing sidewalks, curbs and gutters is approximately $85 per lineal foot. The incremental cost of implementing the Public Improvements for 17th Avenue, including the above with the addition of brick pavers, higher quality light standards, trees and street furniture, is an extra $81 per lineal foot.

1.3.3 Short-Term Public Parking Funding Options

a) City-Funded

The first option would be that all off-street public parking be funded entirely by the City, with revenues generated from these parking areas used to marginally offset the costs of land acquisition and development.

b) Cost-Sharing

As a second option, it would be possible to enact a supplementary assessment by-law which would distribute land acquisition and development costs between the City and property owners.

One scheme, used by the City of Toronto, involves 45% of costs to be borne by the municipality, the remaining 55% to be assessed to commercial property owners. The tax assessment to property owners is determined by using "zones". Tax assessment increases as distance from property to parking area decreases.

Community Profile

2.0 COMMUNITY PROFILE

2.1 COMMUNITY HISTORY

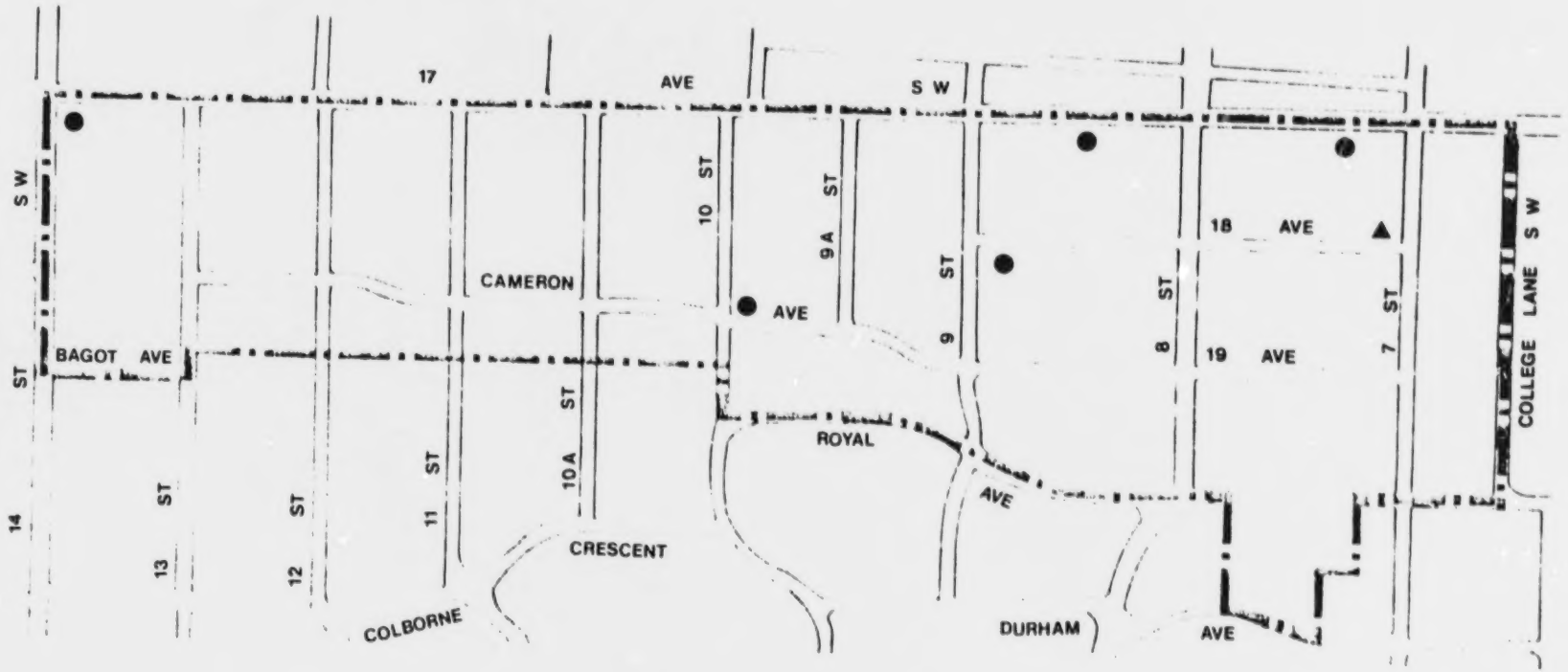
The Lower Mount Royal study area was annexed to the City of Calgary in 1907. This area was part of the original C.P.R. subdivision of Mount Royal in 1909. Most of the houses in the area were constructed during Calgary's 1910-1912 building boom. The Mount Royal district soon gained the reputation as Calgary's most exclusive residential district. It was the home of many of Calgary's elite, including Colonel James Macleod, and the A.E. Cross family. This reputation has continued throughout its history.

Unlike the Mount Royal district to the south, where large lots predominate, the Lower Mount Royal area was subdivided into fifty foot lots. West of 9th Street, Lower Mount Royal was characterized by homes of a similar quality to those found in Mount Royal. However, wood and stucco were the predominate building materials as compared to the brick and sandstone in Mount Royal. Many of the lots east of 9th Street were further subdivided into twenty-five foot lots and developed with houses of wood frame construction, similar to those of the Beltline district.

Although there was a difference in the quality and type of housing in Lower Mount Royal, residents shared many of the same social characteristics with Mount Royal residents. Unlike the French Mission district to the east, Mount Royal was largely inhabited by persons of English or American descent. Area residents were typically professional or business people. There was not the social division between Lower Mount Royal and Mount Royal that exists today. Children attended the same schools and parents shared many of the same business and social interests.

17th Avenue, between 7th Street and 8th Street S.W., provided local commercial services such as Mount Royal Meats, a green grocer, and McGill's Drug Store, a local meeting place. Although 17th Avenue was a street car line (1909), commercial expansion, particularly on the south side of 17th Avenue, did not really take place until after the Second World War. In fact, World War II signalled the advent of change in Lower Mount Royal.

As a result of the housing shortage in Calgary during and after the Second World War, people were encouraged to subdivide their homes or take in boarders to create additional accommodation. Although this was intended as a temporary measure, it gained a foothold in Lower Mount Royal which never abated. This trend to subdivided homes can also be attributed to generational change. Many of the children of original families had grown up and moved away, creating excess space. Particularly after the war, having started families of their own, many moved to newer Calgary suburbs.



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 9

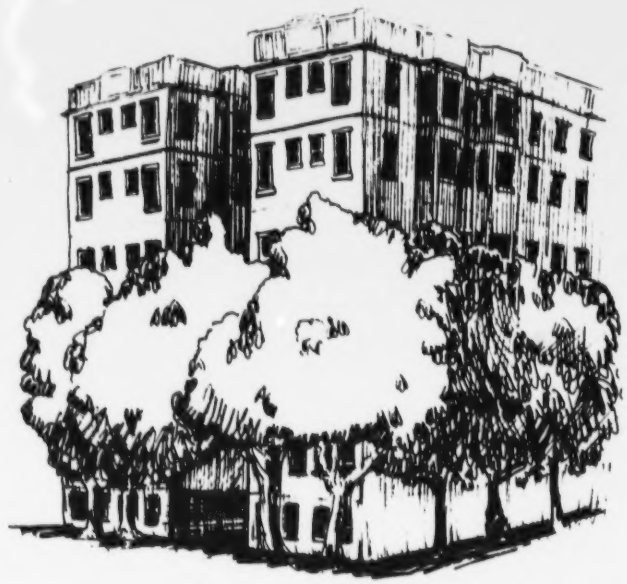
0 400'
0 120 M

POTENTIAL HERITAGE SITES

▲ SIGNIFICANT

● MINOR SIGNIFICANCE

The enactment of Calgary's Interim Development By-law in 1951, was the most significant factor influencing Lower Mount Royal's change from a predominantly single family district to an apartment area. This By-law designated Lower Mount Royal an R-4 zoning district, permitting walk-up apartments. In addition, both the north and south sides of 17th Avenue were zoned commercial. This zoning, plus Calgary's economic growth in the late 1950's, resulted in the present character of Lower Mount Royal as it exists today.



ANDERSON APARTMENTS

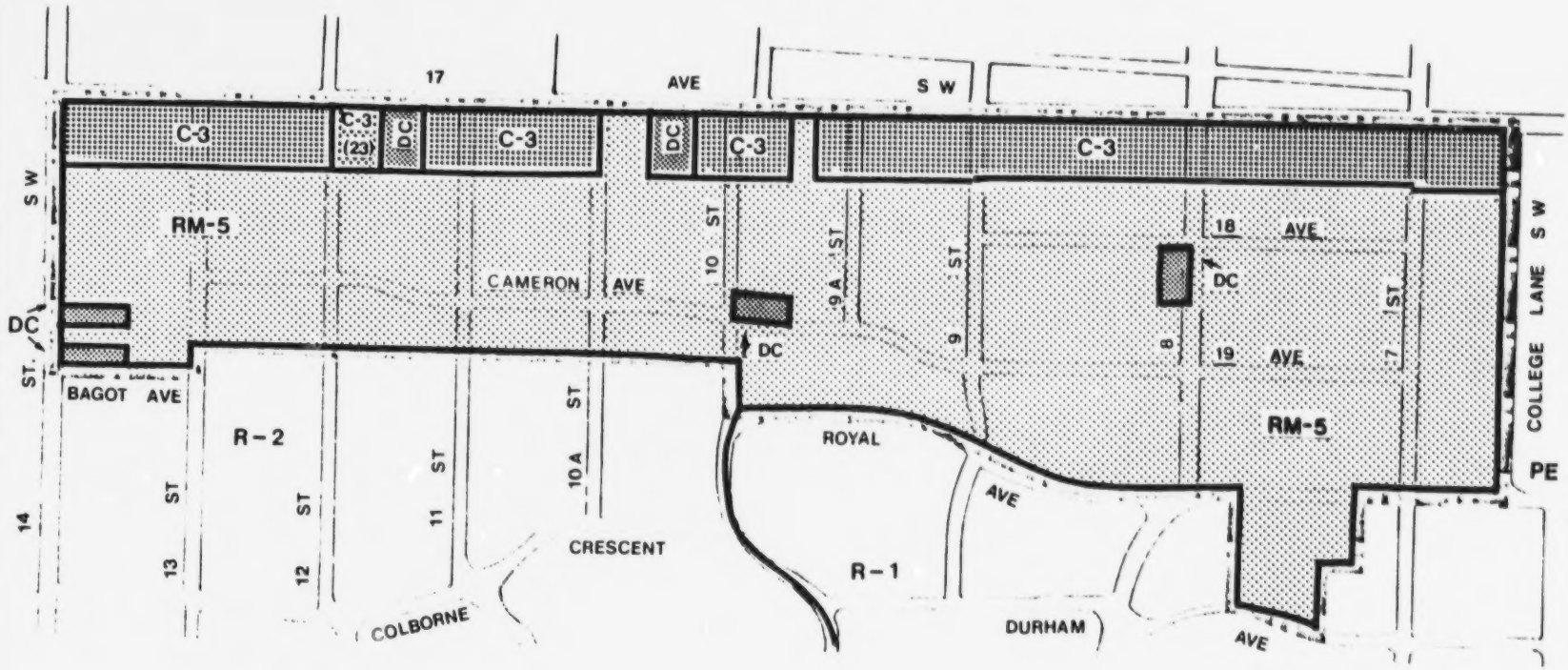
2.2 POTENTIAL HERITAGE SITES

An inventory and evaluation is being conducted to determine the appropriate heritage status of the following sites:

POTENTIAL HERITAGE SITES

	Year	Site	Address
1.	1912	Anderson Apts.	1717-7 Street S.W.
2.	1912	Harvard Apts.	933-18 Avenue S.W.
3.	1911	Mount Royal Block	805-17 Avenue S.W.
4.	1911	McCutcheon House	1740-10 Street S.W.
5.	1912	Bank of Nova Scotia	1429-17 Avenue S.W.
6.	1911	Kinburn Block	917-17 Avenue S.W.

The location of these sites is illustrated in Figure 9.



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 10

0 400'
0 120M

EXISTING LAND USE DISTRICTS

C-3	C-3 (23)	GENERAL COMMERCIAL DISTRICT
DC		DIRECT CONTROL DISTRICT
P E		PUBLIC PARK, SCHOOL AND RECREATION
R-2		RESIDENTIAL LOW DENSITY DISTRICT
RM-5		RESIDENTIAL MEDIUM DENSITY MULTI-DWELLING DISTRICT

2.3 EXISTING LAND USE DISTRICTS

Figures 10 and 11 indicate the current Land Use designation of areas within Lower Mount Royal.

The RM-5, Medium Density Multi-Dwelling District is predominant in Lower Mount Royal. The C-3, General Commercial District applies along most of 17th Avenue S.W.

Six Direct Control (D.C.) Districts comprise the remainder of the study area. D.C. districts are applied to developments which do not easily conform to the land use district regulations of the Land Use By-law. Two of the D.C. districts on 17th Avenue allow mixed-use commercial/ residential projects. The remaining four D.C. districts allow office uses in detached dwellings which are restricted to the life of the structure.

FIGURE 11 LAND USE DISTRICT - ha (acres)

Land Use District	ha	acres	%Total
RM-5	15.64	38.65	81.3
C-3	3.14	7.76	16.3
D.C.	0.45	1.12	2.4
Total	19.24	47.53	100.00

2.4 EXISTING LAND USE

The generalized land use pattern in Lower Mount Royal is illustrated in Figures 12 and 13.

2.4.1 Residential

Lower Mount Royal comprises 19.24 net* hectares (47.53 net acres) of land. Residential land use is the largest land use component in the study area. As previously noted, the residential portion of Lower Mount Royal was originally characterized by large homes. Over the past 10-15 years many of these homes have been demolished, giving way to the most common structure type, the walk-up rental apartment.

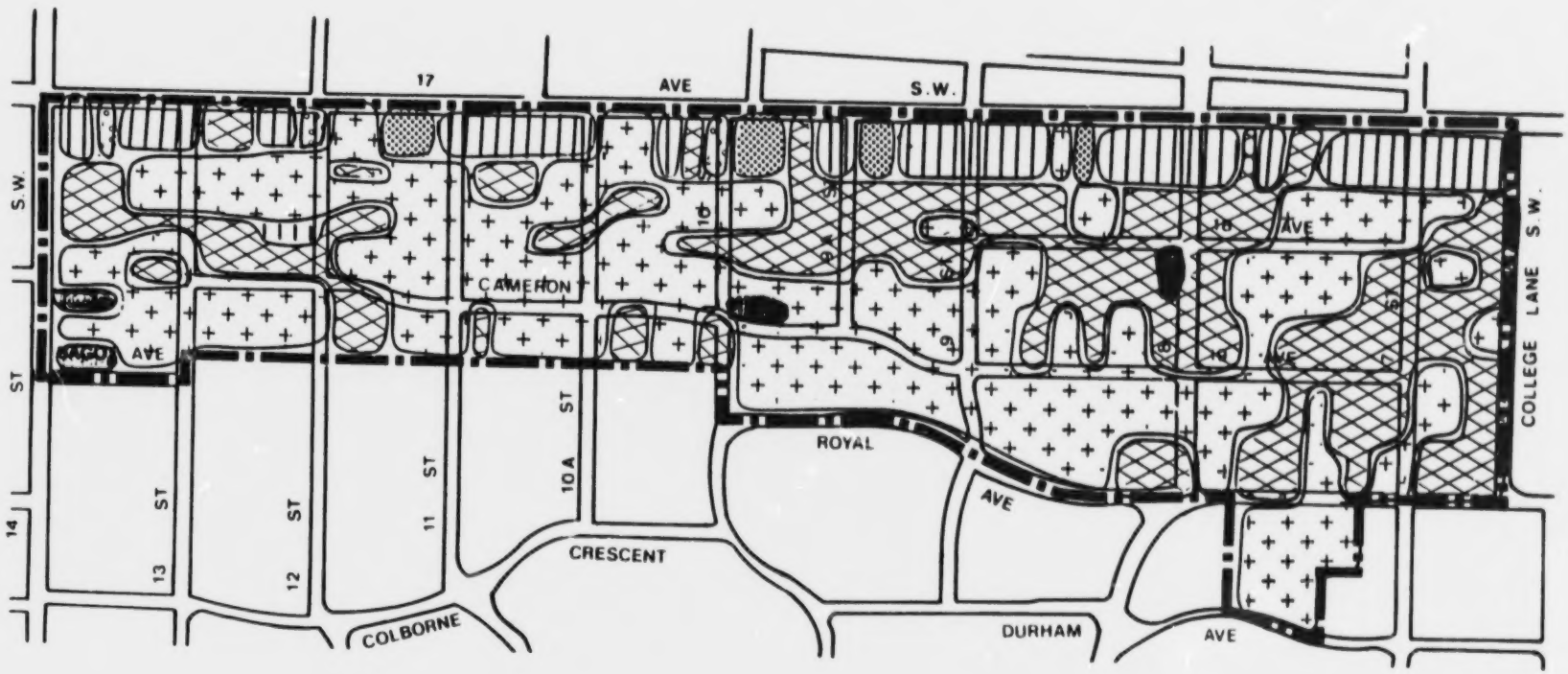
Typical of more recent development trends is the luxury condominium apartment. These new structures continue to replace the original housing stock. There is no evidence to suggest redevelopment of walk-up apartments. Many of these are at the maximum density achievable under RM-5.

2.4.2 Commercial

Commercial land use is the second largest land use component in the study area. 13.4% of the Lower Mount Royal is comprised of commercial (office and retail) uses. These are located along 17th Avenue S.W., an important local, and an increasingly important regional shopping street.

17th Avenue is one of the most unique shopping streets in Calgary. It is characterized by small specialty shops such as Books & Books and

* "net" - excluding roads and lanes.



THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

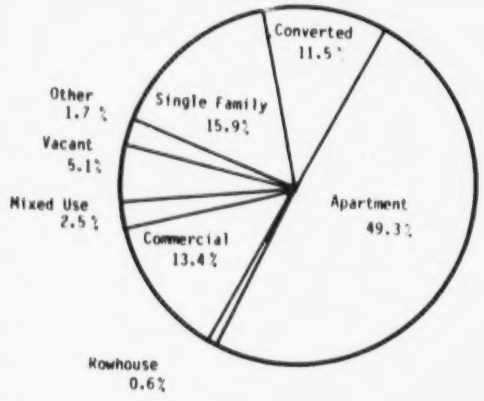
Fig. 12

0 400' 0 120 M

GENERALIZED EXISTING LAND USE

- OFFICE CONVERSIONS
- COMMERCIAL
- HOUSES & VACANT SITES
- APARTMENTS
- MIXED USE
- PUBLIC & EDUCATIONAL

Fig. 13
EXISTING LAND USE DISTRIBUTION
(1981)



LOWER MOUNT ROYAL
LAND USE BY LAND AREA

Total Net Area - 19.24 ha (47.53 acres).
Net Density - 160 persons/net ha (65 persons/acre)

LAND USE	NET AREA HECTARES/ACRES		%TOTAL NET AREA
Single Family	3.06	(7.55)	15.9
Converted	2.21	(5.46)	11.5
Apartment	9.49	(23.45)	49.3
Rowhouse	0.16	(0.28)	0.6
Commercial	2.58	(6.38)	13.4
Mixed Use	0.48	(1.18)	2.5
Other	0.33	(0.80)	1.7
Vacant	0.98	(2.43)	5.1
Total	19.24	(47.53)	100.0

Bagels and Buns, and an increasing number of art galleries. More recently, the limited supply and high price of downtown land has created a demand for office uses on 17th Avenue. However, new structures generally include retail uses on the ground floor. The design of these new buildings also reflect the 5.182 m (17 ft.) setback required by the Transportation Department for the possible future widening of 17th Avenue.

2.4.3 Mixed Use

2.5% of the study area is comprised of mixed use developments. Two large apartment/commercial structures on 17th Avenue are the most obvious examples of this. These were built under D.C. designations. The other mixed use structures reflect the C-3 land use designation which allows the possibility of including dwelling units as a "discretionary use".

2.4.4 Other

1.7% of the net land area in Lower Mount Royal is comprised of other uses, such as a radio station and the Alberta Government Telephone building.

2.4.5 Public Parks/Recreation

There are presently no public parks within the boundaries of the study area.

2.4.6 Vacant

In the Fall of 1981, 5.1% of the land in Lower Mount Royal was vacant, and assembled for redevelopment. The majority of this land is designated for residential purposes.

2.5 DEMOGRAPHIC DATA

The main elements shaping Lower Mount Royal's social structure are:

- o apartments as the dominant form of dwelling unit
- o a large population of young adults
- o a lower than average occupancy rate, which has been declining for the last ten years
- o an extremely small child population

2.5.1 Population and Occupancy Rate

The population for the study area has declined from 3,397 persons in 1971 to 3,277 persons in 1981. This decline is largely a result of a decrease in the occupancy rate (persons/occupied dwelling unit).

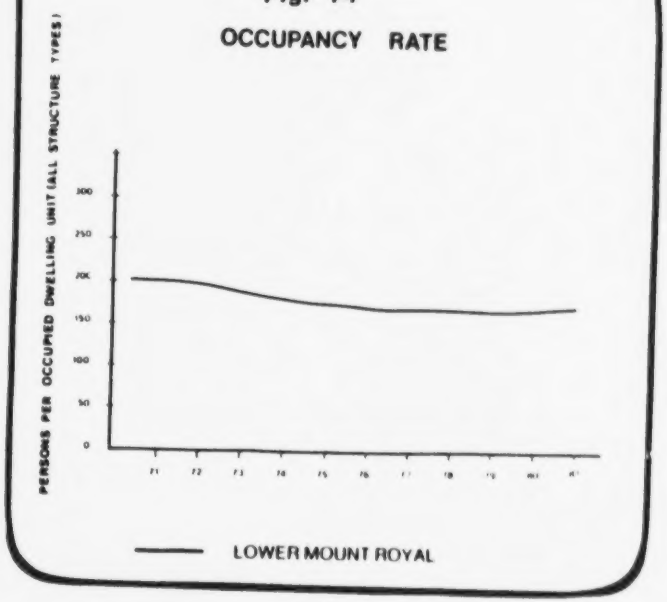
3,277 persons lived in 1,931 dwelling units in 1981, an occupancy rate of 1.70. This represents a 15% decline from 2.0 persons per dwelling unit in 1971 (see Figure 14).

2.5.2 Vehicle Ownership

The 1981 City of Calgary census indicates that there are an average of .77 vehicles per dwelling unit in Lower Mount Royal.

Fig. 14

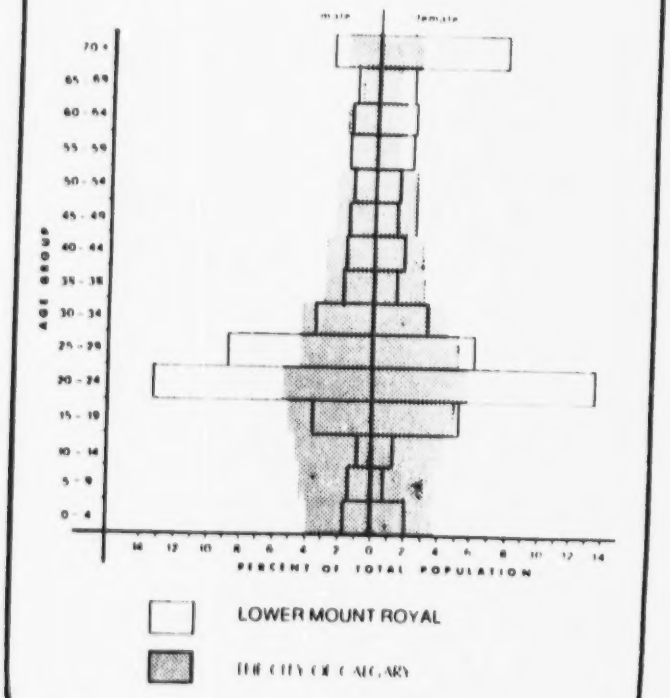
OCCUPANCY RATE



2.5.3 Age Structure

Lower Mount Royal's age structure is similar to other Inner City communities, with a large concentration of persons in the 20-29 age group (42%) as compared to the Calgary average of 20%. The large number of single females in the +70 age group is explained by the presence of a nursing home in the area. As Figure 15 illustrates, there are very few school age or pre-school age children in Lower Mount Royal, as compared to the Calgary average.

Fig. 15
AGE/SEX PYRAMID*



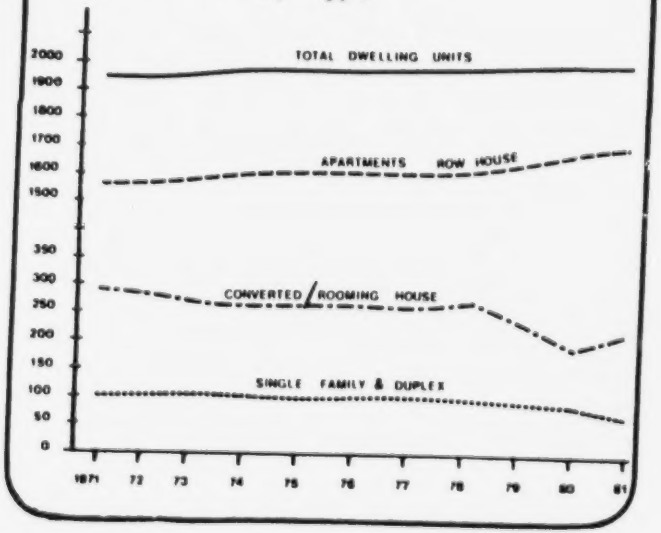
*SOURCE 1976 FEDERAL CENSUS

2.6 DWELLING TYPE AND TENURE

2.6.1 Dwelling Types

Apartment or row house structures represent 85% of the total number of (2,007) dwelling units in Lower Mount Royal. Single detached (4%) and converted structures (11%) comprise the remaining dwelling units (See Figure 16).

Fig. 16
DWELLING UNITS
by type



2.6.2 Home Ownership

In 1981, approximately 6.0% of the occupied dwelling units in Lower Mount Royal were owner occupied. Figure 10 illustrates the pattern of ownership in the single detached and converted homes that remain in Lower Mount Royal. Approximately 33% of these homes are owner-occupied. An increasing trend toward condominiums may alter this trend. However, a large number of condominium units appear to be rented.

2.7 EXISTING OPEN SPACE

There are no public parks, open spaces or recreational facilities in Lower Mount Royal.

2.8 SOCIAL/COMMUNITY FACILITIES

The Lower Mount Royal study area falls within the boundaries of the Mount Royal Community Association. Lower Mount Royal residents are able to use any facilities, or participate in any activities offered by the Mount Royal Community Association. In addition, Lower Mount Royal residents are within reach of regional open space and recreation facilities outlined in Figure 18.

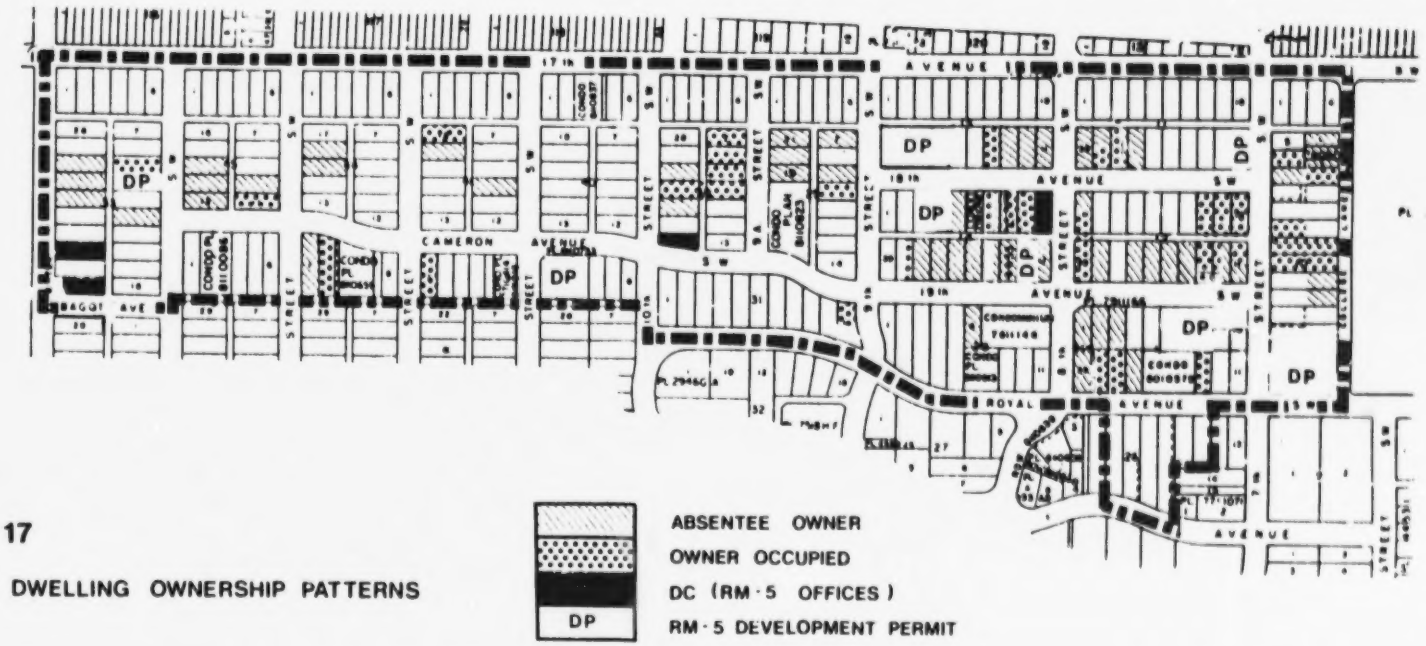
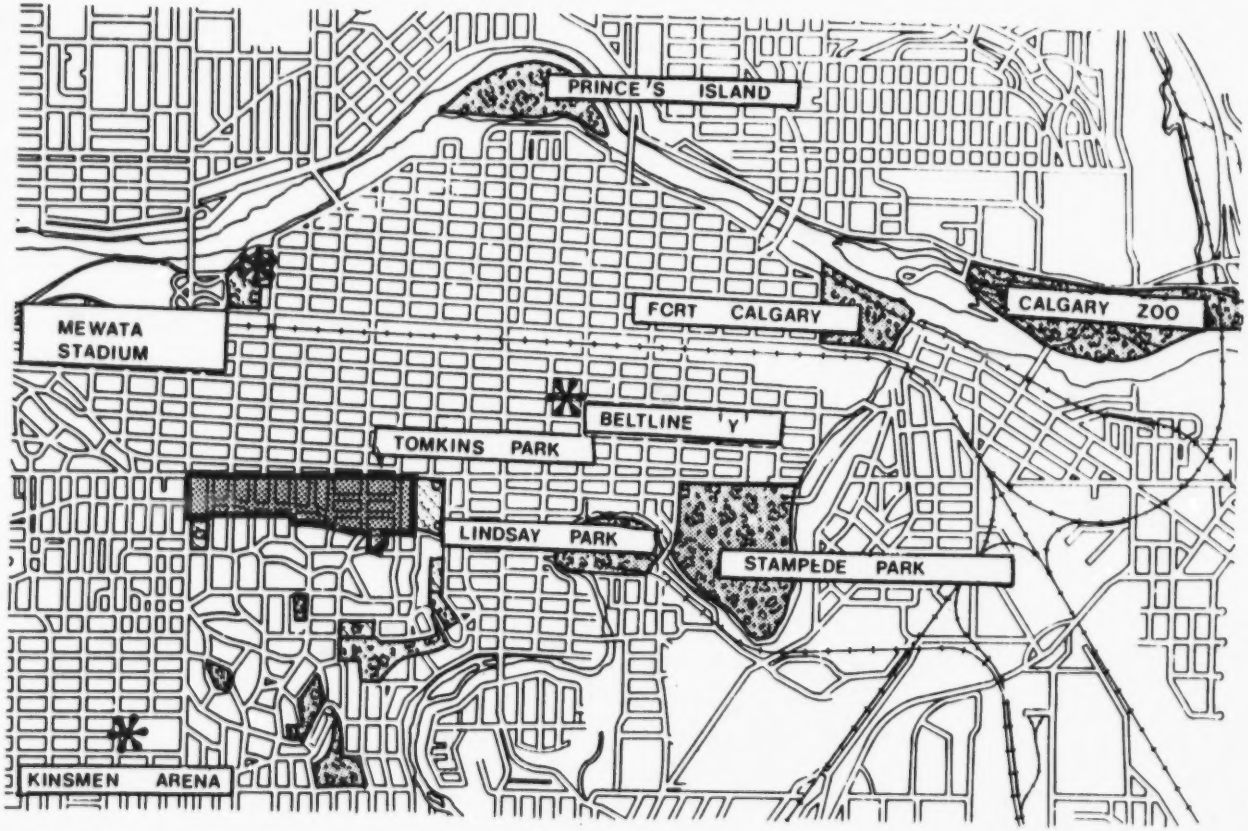


FIGURE 17

DETACHED DWELLING OWNERSHIP PATTERNS



ACTIVITY CENTRES AND OPEN SPACES

L.M.R. STUDY AREA
SCHOOL
OPEN SPACE
ACTIVITY CENTRE

THE CITY OF CALGARY
PLANNING DEPARTMENT

LOWER MOUNT ROYAL

Fig. 18

0 1500ft
0 400m

2.9 TOPOGRAPHY

The majority of Lower Mount Royal is located on flat terrain. However, there is an escarpment along the southern edge of the community which forms a natural boundary between Lower Mount Royal and the rest of the Mount Royal community. This escarpment generally runs in an east-west direction along Cameron and Royal Avenues, as illustrated in Figure 19.

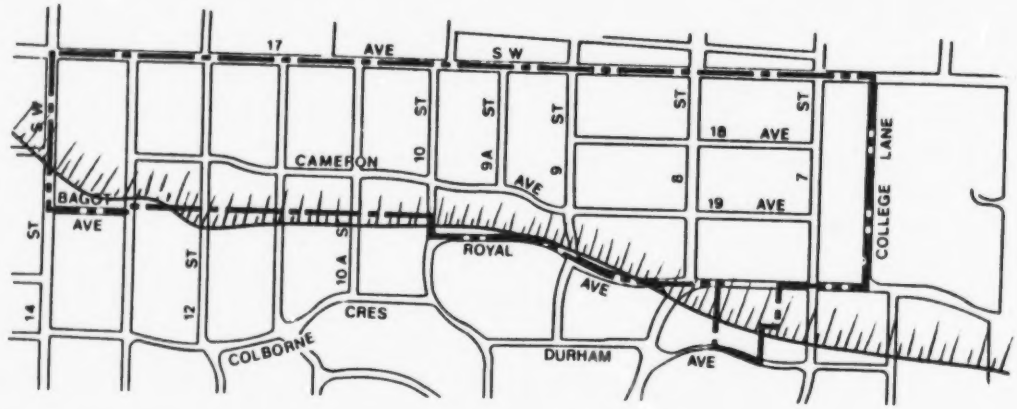


FIGURE 19 TOPOGRAPHY

ESCARPMENT

Background To Policy Formulation

3.0 BACKGROUND TO POLICY FORMULATION

3.1 PLANNING PROCESS

- On May 7, 1979, City Council approved the Inner City Plan. This policy recommends that the Planning Department prepare an Area Redevelopment Plan for Lower Mount Royal and other Inner City communities.

- In May 1979, an Open House was held for communities of Lower Mount Royal and Connaught/West Victoria. Approximately 90 persons attended these meetings, the results of which are summarized in the "LOWER MOUNT ROYAL and CONNAUGHT/ WEST VICTORIA "ISSUE IDENTIFICATION REPORTS", published in September 1979.

- In August 1981, the Planning Department circulated a pamphlet to Lower Mount Royal property owners and residents. This pamphlet notified them that the community planning process was beginning and asked for volunteers to sit on the Lower Mount Royal Community Planning Advisory Committee. A site office was made available for further public consultation at this time.

- In September 1981, a Community Planning Advisory Committee was established representing various community interest groups. The Committee met with the Planning Department in an advisory role through February 1982.

- In September 1981, the Planning Department carried out two surveys regarding the future of the 17th Avenue commercial area. 132 were returned, a response rate of 55 percent. In addition, a total of 140 pedestrians were surveyed in a variety of locations and time periods on 17th Avenue.

- In November of 1981, the Planning Department held two Open Houses to present preliminary planning and design concepts for 17th Avenue. Property owners were notified of the Open House by letter and the general public was notified through posters and newspaper advertisements. Approximately 300 people attended these sessions. 90 "comment sheets" requesting opinions on the concepts presented were completed.

- In June of 1982, the "draft" Lower Mount Royal Area Redevelopment Plan was released for public circulation until August of 1982.

- In June of 1982, open houses were held at Western Canada High School to give the public the opportunity to comment on the "draft" Plan proposals. Approximately 125 people attended these open houses.

- At the close of the circulation period a meeting was held with development industry spokesmen e.g., HUDAC, BOMA and UDI, to review their circulation comments.

- In August of 1982, a brochure and questionnaire regarding the proposed Public Improvements Program for 17th Avenue was mailed to registered property owners, and distributed to merchants and business on 17th Avenue. Approximately 300 brochures were distributed in the 17th Avenue study area, with 65 being returned with comments.

3.2 ISSUES AND CONCERNS

Issues and concerns described in this section were derived from the public participation program conducted in the period beginning in May of 1979. It includes opinions gathered through Open Houses, the Community Planning Advisory Committee, discussions with the Mount Royal Community Association and surveys of merchants and shoppers on 17th Avenue.

3.2.1 Residential Land Use

During the Open House in May of 1979, a variety of views were expressed regarding the residential future of Lower Mount Royal. The abrupt change from R-1 to RM-5 (then R-4) along the escarpment that separates Mount Royal from Lower Mount Royal, was a common concern. However, there were conflicting options concerning the remainder of the community. Some respondents favoured preservation of the remaining viable housing stock, while others favoured redevelopment in the medium high density range.

Many respondents were concerned about the aesthetic quality of past apartment development, particularly the insensitivity to topography, the protection of views and poor quality of building design and landscaping.

In the Fall of 1981, the Community Planning Advisory Committee reviewed the Open House comments to determine if they were still valid. Aesthetic quality was still a cause for concern. On the issue of preservation versus redevelopment, the majority of the Committee members felt that the current RM-5 land use designation was appropriate in Lower Mount Royal, with a minority favouring a mix of dwelling types e.g. duplexes, townhouses and apartments. The RM-5 designation along the escarpment was viewed as inappropriate. However, as the RM-5 edge along Royal and Cameron Avenues is 90% redeveloped with apartments, this was no longer considered to be an issue that could be resolved in the Plan.

While the Committee favoured retention of the RM-5 designation, they felt that strong guidelines were required to ensure that redevelopment was of a quality and character reflective of the original structures in Lower Mount Royal and the adjacent Mount Royal conservation area. The Committee also favoured the preservation of heritage buildings such as the Anderson and Harvard apartments.

3.2.2 17th Avenue Commercial Land Use and Public Improvements

The 1979 Open House highlighted concern about 17th Avenue's role as an expanding arterial route; the poor quality of the pedestrian environment and the trend to office development on the Avenue. Subsequent surveys of merchants and shoppers on 17th Avenue, meetings with the Planning Committee, and comments received at Open Houses in November of 1981, substantiated these concerns.

The issues and concerns revealed in the surveys and the 1981 Open House were:

- The preservation of sunlight on sidewalks and open spaces
- Continuation of the pedestrian shopping character and unique image of 17th Avenue (small independent retailers, uniqueness of stores)

- Most mentioned issues and problems: lack of parking; traffic volumes and noise; condition of streets and sidewalks; height of redevelopment (preferred 5-7 storeys); and a general concern that 17th Avenue would become another downtown--"a high-rise office area with no concern for people places".

In addition, the Mount Royal Community Association was particularly concerned about the "short cutting" traffic that would result from increased office development on 17th Avenue.

The support for public improvements on 17th Avenue was also tested in August of 1982 through a brochure and accompanying survey. The brochure was mailed to registered property owners, and hand delivered to merchants. The brochure outlined the proposed program of public improvements and indicated an estimated cost of the total program. Total cost figures were provided. In addition, a lineal foot of frontage cost, based on a 50/50 cost sharing between the property owner and the City amortized over 15 years, was included for information.

300 brochures were delivered, with 65 responses returned by mail. Of those responding, 76% favoured the public improvements program outlined in the brochure. 56% favoured the 50/50 cost sharing proposal. Those who supported the concept of a Public Improvements program, but not the cost sharing formula proposed, felt that the City should pay a higher percentage of the cost as their taxes were too high already.

3.2.3 Other Land Uses

Office Conversions

The pressure for conversion of detached dwellings to office uses is a recent development in Lower Mount Royal. The Committee had mixed feelings on the subject. The majority favoured office conversions, as long as controls could be placed to ensure that Lower Mount Royal remained a predominantly residential area, and that the conversions were of high quality.

Arguments made in favour of office conversions were:

- they would give some of the older detached structures in the area a new lease on life, providing more variety and interest in the streetscape;
- the parking that was used by such developments during the day could perhaps be used by residents during the evening;
- they offered people a chance to live and work in the neighbourhood; and
- they provide flexibility for developers holding property prior to RM-5 development or for parcels "locked in" by redevelopment.

Those opposed to office conversions felt that they were the "thin edge of the wedge" for commercial uses to spread into Lower Mount Royal; that increased traffic and parking congestion would result; and that commercial uses should not be allowed adjacent to the R-1 portion of the Mount Royal community.

Conservation Commercial

During the discussions regarding office conversions, an application for a Tea House on 18th Avenue and 8th Street was received. In addition, an art gallery purchased property on 8th Street with the intention of relocating their business. This sparked a discussion regarding the development of a "Yorkville" type of retail district emphasizing conservation of existing detached dwellings. Redevelopment could be permitted at a low scale and density, in a character typical of the original homes in the community. Many members favoured this type of mixed-use approach to development in Lower Mount Royal. It was viewed as a means of providing interest and diversity in the area, and seen as a natural extension of the 8th Street and 17th Avenue focal point. It was also suggested that such an area could accommodate 17th Avenue businesses which may not be able to keep up with rising rents on the Avenue. Other members had severe reservations about allowing commercial uses in the area that would generate even more traffic and parking congestion than office uses, and have a negative impact on the R-1 portions of Mount Royal.

3.2.4 Transportation

Through Traffic

Traffic volumes on 8th Street are of concern to some residents, particularly those in Mount Royal. 8th Street is carrying far in excess of the 5,000 vehicle trips per day considered appropriate for its residential collector status. Some residents are concerned about the speed and volume of traffic on local streets such as 10th, 11th and 12th Streets.

City Council has recently approved a trial traffic control scheme for the communities of Cliff Bungalow, Elbow Park and Mount Royal. This scheme is intended to address concerns related to the volumes of non-local shortcutting traffic, and the speed of vehicles using local streets. Lower Mount Royal will be affected by proposed changes in signal timing and traffic lane adjustments designed to control volumes of shortcutting traffic on 8th Street S.W., south of 17th Avenue.

Availability of Parking

Residential on-street parking congestion is perceived to be a problem throughout the community. The situation is seen to be exacerbated by the increase in retail and restaurant uses on 17th Avenue. Residents also note that local streets are increasingly used by all-day parkers who work on 17th Avenue, or commute into the downtown. Planning Committee members felt that a 2-hour parking limit, with residential parking permits, would help relieve this form of parking congestion in local streets.

Residents also report difficulty, at times, in finding a parking space when returning home in the evening. It was suggested that some residents were not using available off-street parking stalls, thus adding to the on-street parking congestion.

Planning Committee members felt that the present City requirement of one resident parking space per dwelling unit was not adequate when condominium ownership and the sharing of units was taken into account. A parking standard based on tenure and bedroom count was suggested.

The availability of short-term public parking for 17th Avenue shops and services is viewed as a pressing problem by all interest groups. Residents are concerned due to the commercial parking that spills over to residential streets. Merchants are concerned because lack of parking affects their business. Shoppers are concerned because of the difficulty in finding a parking spot. All groups identified the area from 10th Street to 6th Street as the most significant problem area.

It should also be noted that merchants were unanimous in the opinion that on-street metered parking remain on 17th Avenue.

3.2.5 Park and Open Space

There are currently no public parks or open spaces within Lower Mount Royal. A desire for more open space in the form of green space and ornamental parks was expressed at the 1979 Open House and by the Planning Committee. It was felt that parks and open spaces should be aimed at the passive recreational needs of the young-adult, senior citizen population in the community. This type of open space does not require substantial land acquisition.

As an alternative to extensive land acquisition, both groups felt that the overall pedestrian environment in Lower Mount Royal should be enhanced through the use of improved landscaping on both public and private property. Planning committee members stressed that "linkages" to nearby or regional open space facilities were also important in this type of apartment community.

3.3 POLICY DIRECTION

3.3.1 The Calgary General Municipal Plan

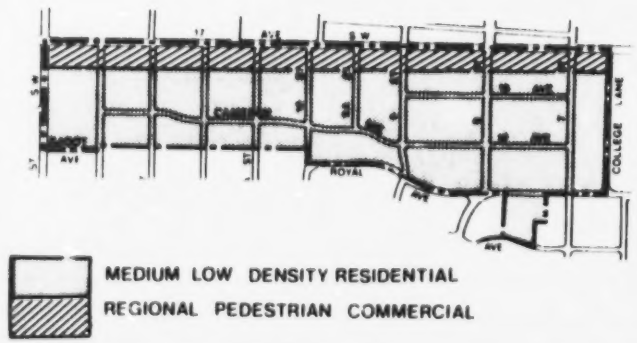
The approved growth strategy outlined in the Calgary General Municipal Plan (1978) indicates overall directions for change within the Inner City. The Plan establishes broad goals related to population growth, community stability, and neighbourhood conservation.

3.3.2 The Inner City Plan

The Inner City Plan (1979) recommends general policies to be used in the formulation of an Area Redevelopment Plan for Lower Mount Royal. While one of the principal objectives of the Area Redevelopment Plan is to implement these policies, latitude exists in their application on a site specific basis.

FIGURE 20

EXISTING CITY POLICIES



Residential Land Use

The Inner City Plan recommends a medium-low density residential policy for Lower Mount Royal. This density range relates to the existing R-2/RM-4 land use districts and would allow for 57 to 160 units per net hectare (23 to 65 units per net acre). The intent of this policy is to provide a variety of housing opportunities with some emphasis on family accommodation. Fifty percent of the units should contain two bedrooms or more and have direct access to private open space at-grade. Single detached, duplexes, fourplexes, row housing, stacked townhouses, and walkup apartments are appropriate in medium-low density policy areas.

Commercial Land Use

The Inner City Plan recommends a Regional Pedestrian Commercial Strip policy for 17th Avenue. Regional Pedestrian commercial strips provide goods and services which cater to a broad population base, and are characterized by a pedestrian shopping environment. Policies which support the regional pedestrian concept (e.g., street furniture and landscaping, continuity of retail frontage, low building scale abutting the street, and parking accommodated at the rear of sites) are suggested in the Plan.

Community Response

4.0 COMMUNITY RESPONSE - MOUNT ROYAL COMMUNITY ASSOCIATION

4.1 INTRODUCTION

The Mount Royal Community Association response to the Lower Mount Royal Area Redevelopment Plan is based on resident attitudes toward redevelopment, traffic, parking and the recent trend toward the conversion of residential dwellings to commercial uses. The response is based on past expressions of resident opinion, as well as a neighbourhood survey completed in June of 1982. A total of 118 households (59 in Lower Mount Royal and 59 in the rest of the Mount Royal community) were interviewed, on the basis of a random sample.

4.2 COMMUNITY RESPONSE

SECTION **COMMENTS**

2.0 GOALS

1. RM-5 is too high for limited population growth.

2. People do not walk to 17th Avenue - they drive. Questionnaire:
   61% parking problems
   59% short-cutting a problem.

3.0 LAND USE

3.1.1 Objectives

1. To reduce the density of Lower Mount Royal as it exists.

2. To provide residential redevelopment - owner-occupied for stability. RM-5 does not complement the scale and character of the original homes in Lower Mount Royal and Mount Royal.

3. Agree

4. Transition should exist in Connaught and West Victoria Park and a lesser transition of R-2/R-3 owned units which would preserve the single family dwellings with Lower Mount Royal and the character of Mount Royal.

3.1.2 Residential Land Use Policy

A low rise, medium-low density land use policy.

Owner occupied. The policy should over-ride previous policy which has contributed to an undesirable transient group which is a major concern of residents of Upper and Lower Mount Royal.

3.1.3 Residential Land Use District

Disagree - Residents planning to leave cite too crowded, traffic, parking, transients, not a good residential area.

3.1.4 Residential Redevelopment Guidelines

Written into the policy should state that relaxations not be allowed as in many cases in the past, and is forcing the inner-city communities to be the watchdog of the community.

1. Building Form

   a) o agree
      o agree
   b) o agree
      o agree
   c) Maximum height laid down must be enforced not relaxed for any redevelopment.

2. Parking

   a) o
      o
      o
      o

      Townhousing presently at Royal Avenue would indicate that not enough parking is in place. Requirements for parking would have to be increased for owner-occupied units and adult-oriented units (i.e. two bedroom townhouses would put young adults or teenagers in second bedroom and it would follow that they plus their parents would have vehicles).

   b) o agree
      o agree
   c) o agree

3. Landscaping

   a) agree
   b) agree
   c) agree

4. Private Amenity Areas

   a) agree
   b) agree
      o agree with no relaxations
   c) agree with no relaxations

3.2 17TH AVENUE COMMERCIAL LAND USE

3.2.1 Objectives

1. 17th Avenue is not pedestrian-oriented. The pedestrians are coming by vehicle and the residents see short-cutting and increased traffic volume is a major problem. This policy is not addressing the already serious problem of congestion, spillover into Lower Mount Royal.

2. Agree

3. Should be medium - low as per previous response.

4. Relaxation such as acquired by Devenish indicates that adequate parking provisions are not being ensured.

3.2.2 Land Use Policy

Agree

3.2.3 Land Use District

a) ? no information
b) ? no information

3.2.4 Redevelopment Guidelines

1. Land Use

   a) Agree
   b) North side only and severely limited

2. Building Form

   a) o agree - no relaxations

3. Treatment of At-grade Commercial Frontage

   a) agree
   b) agree
   c) agree
   no relaxations for a, b, c

4. Landscaping

   Agree

5. Parking

   a) agree in principle with proposed policy; traffic problem is not addressed.
   b) agree
   c) o agree
   o agree
   d) limited relaxations if building is restored not simply re-used (i.e. McCutcheon house is re-used, only the facade remains and lowers the evaluation score as a potential heritage site).

3.4 OFFICE CONVERSIONS

3.3.1 Objectives

Residents are strongly opposed (see Questionnaire results) to office conversions and alternative policy is recommended.

1. Redevelop older homes for residential use.

2. Redevelop older homes for residential use.

3. Locked-in dwellings are not the mistake of the resident-owners in the community and must be regarded as a lower-priced converted dwelling unit (i.e. 1023 Cameron Avenue).

3.3.2 **Land Use Policy**

No allowance for further office conversions.

3.3.3 **By-law Amendments**

No conversions. Any RM-5 building that is destroyed or demolished will be considered for down-zoning to be compatible with single family homes.

a) (i) none
(ii) none
(iii) none
(iv) restored to residential use
b) no
c) residential only
d) not applicable under alternative policy of no conversions.

3.3.4 **Redevelopment Guidelines**

Not applicable

Existing Office Conversions

1. Agree as it is after the fact.
2. Agree as it is after the fact.
3. Agree.
4. Agree.

4.0 OPEN SPACE AND RECREATIONAL FACILITIES

4.1 OPEN SPACE AND RECREATION OBJECTIVES

1. Agree
2. Agree

4.2 PROPOSED OPEN SPACE SYSTEM

Agree

4.2.1 **9th Street/19th Avenue Park**

1. Concern for the undesirable transient element of 17th Avenue S.W. using the park and making it undesirable for the residents to use the area.

4.2.2 **Open Space Linkage System**

Lindsay Park Link

a) - e) Agree

8th Street and Royal Avenue

4.3 INNER CITY BICYCLE PATH

Agree

4.4 IMPLEMENTATION

1 - 4 Agree

5.0 TRANSPORTATION

5.1 TRANSPORTATION OBJECTIVES

1. Agree

2. Agree if 8th Street S.W. (24' wide) is not to be regarded as a collector road. It is being used as a major road and should be treated as a local road.

5.2 TRANSPORTATION POLICY

5.2.1 Street Designations

Major Roads

14th Street S.W. - Agree
17th Avenue S.W. - Agree

Collector

8th Street S.W. - Disagree

Local Roads

- Agree with 8th Street S.W. included

5.2.2 Road Closures

Agree

5.2.3 On-street Parking

Agree, with the additional comment that metered parking include Saturdays for non-residents.

5.2.4 Off-street Parking

Agree

5.2.5 17th Avenue Corridor

Agree

5.3 Agree

6.0 17TH AVENUE PUBLIC IMPROVEMENTS

6.1 IMPROVEMENT AREA BOUNDARIES

Agree

6.2 PURPOSE OF PUBLIC IMPROVEMENTS

1. If it is City-wide it is not pedestrian-oriented.

2. Agree

3. Agree

4. Agree

5. Agree

6.2.1 Proposed Design Elements

a) - f) Agree

6.3 COSTS AND PHASING

6.3.1 Funding

Not applicable

POOR

QUALITY

ORIGINAL